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ABSTRACT

In 1986, the United States Department of Education contracted with Pelavin Associates to conduct a study of the dropout problem in the United States. The research project was undertaken to provide a national overview of the dropout problem, focusing specifically on gender differences; and to identify successful or effective strategies for serving dropout-prone youth and school dropouts. The research was conducted in two phases, consisting of a research review and site visits to nine dropout prevention and recovery programs identified through the review to be relatively effective in reducing the incidence of school dropouts. The findings are reported in three volumes. This document, Volume III--Program Profiles, presents detailed descriptions of the nine programs reviewed in the site visits. The descriptions include information about the programs' background; the targets of the interventions; program organization and structure; program staff and services; and the effects of the program on attendance, achievement, and retention in school. The nine programs included in the report are: (1) Valued Youth Partnership (San Antonio, Texas); (2) Model School Adjustment Program (Broward County, Florida); (3) Project COFFEE (North Oxford, Massachusetts); (4) Peninsula Academies (Redwood City, California); (5) Dropout Prevention Program (New York City Public Schools); (6) LaGuardia Middle College High School (Queens, New York City); (7) Satellite Academy (New York City); (8) Educational Clinics (Washington State); and (9) Second Chance Pilot Program (Colorado). (NB)

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DROPPING OUT OF SCHOOL

Volume III: Program Profiles

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PREFACE

In late 1986, the U.S. Department of Education contracted with Pelavin Associates to conduct a study of the dropout problem in the United States. The study has two major purposes. One is to provide a national overview of the dimensions of the problem, focusing particularly on differences in the nature of the problem and the consequences of dropping out of school for male and female youth. The second -- and more important, -- purpose is to identify "successful" or "effective" strategies for serving dropout-prone youth and school dropouts.

The research for this project was conducted in two phases. In the first phase of the research, we conducted a review of the literature on the dropout problem and on dropout prevention programs. We used the review to assess the national dimensions of the dropout problem, to identify the different strategies that are being used currently to address the dropout problem, and to develop a framework for selecting individual dropout programs for greater study through site visits. In the second phase of the research, we conducted site visits to a sample of nine dropout prevention and recovery programs that appear to be working relatively effectively in reducing the incidence of school dropouts.

The study's findings are reported in three volumes under the general title "Dropping Out of School." In Volume I, "Dropping Out of School: Causes and Consequences for Male and Female Youth," we present a national overview of the dropout problem and differences in the dropout problem among young men and women. The report discusses the magnitude of the

dropout problem, the characteristics of male and female dropouts, the reasons different students drop out of school, and the consequences of dropping out for male and female youth.

In Volume II, "Promising Strategies and Practices in Dropout Prevention," we provide insights into ways practitioners and policy makers can work to effectively address the dropout problem. The volume presents the results of two research activities: a literature review that identifies the components and characteristics of "effective" programs; and site visits to nine dropout prevention and recovery programs that have demonstrated evidence of some success in addressing the dropout problem. We draw on these research activities to identify the most important components of dropout prevention programs and to suggest ways that services in these programs can be delivered most effectively.

In this Volume III, "Program Profiles," we provide more detailed descriptions of the programs reviewed in the site visits. The descriptions include information about the programs' background, the targets of the interven- tions, program organization and structure, program staff and services, and the effects of the program on attendance, achievement, and retention in school.

Finally, an appendix to the report, "State Programs in Dropout Prevention," discusses state initiatives to address the dropout problem. The appendix presents an overview of programmatic strategies states are using to meet the needs of dropout-prone youth and school dropouts and strategies to finance these efforts. It concludes with a description of current and proposed programs in dropout prevention and recovery.

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I would also like to thank the many people associated with the programs we visited for making their programs available to us and for the time they gave to discuss the workings of these programs. Without their assistance, this study would not have been possible. A special thanks to Victor Herbert, Assistant Superintendent for Dropouts in the New York City Board of Education, for his assistance in conceptualizing dropout intervention strategies and permitting us access to two of the New York City high schools participating in that city's Dropout Prevention Program.

Joel D. Sherman

VALUED YOUTH PARTNERSHIP
San Antonio, Texas

Overview

The Valued Youth Partnership (VYP) program is a cross-age tutoring program designed for middle and high school students who are at risk of leaving school. The purpose of the program is to keep students in school and to improve their self-concept, school citizenship, attendance and basic skills achievement. The program is based on the belief that students learning with and from each other can enhance learning, promote tolerant and cooperative social attitudes, and increase belief in themselves and their abilities, thus building a desire to remain in school.

The program is being implemented in three San Antonio, Texas school districts. It targets sixth through twelfth grade students and currently serves approximately 150 students, or 25 students in six schools. The program is the result of a public/private partnership which began operation in 1984 with the support of Coca-Cola USA in collaboration with the Intercultural Development Research Association (IDRA). Participation in the program is based on referrals from counselors, teachers and school principals, taking care to identify students with the most "at-risk" status and who are the least likely to participate. The objective is to engage those students most likely to drop out of school. Students apply to the program by filling out a questionnaire and need to show a commitment to and interest in the program.

Students engage in tutoring sessions four to five hours per week during a designated class period. They receive the minimum wage ($3.65

per hour) for all tutoring activities as an incentive to participate and to help relieve family financial pressure. Tutors also participate one hour a week in training classes consisting of skills to help them become better students and tutors, e.g., communication skills, reading and writing skills, child development theory and problem-solving. The classes are taught by a certified teacher who also acts as the coordinator of the tutoring program. Tutoring sessions are located at the elementary school nearest the host junior or middle school. A field trip to the Coca-Cola plant and an awards banquet are important aspects of the program, providing tutors with special appreciation and recognition of their involvement in the program.

Background

Educators have become increasingly concerned over the high dropout rate among the nation's youth, particularly among minority youth. The dropout figures reported nationally for Hispanics range between 37 and 75 percent. In San Antonio the dropout rate is reported to be between 32 percent and 44 percent for Hispanics.

In 1984, as part of an initiative to lure more Hispanics into the market, the Coca-Cola Company offered $100,000 to five cities to design an innovative project addressing the educational needs of the Hispanic population. The Intercultural Development Research Association (IDRA) designed a comprehensive peer-tutoring model to combat the high incidence of dropouts among Hispanics. The model was based on three main ideas: 1) youth tutoring; 2) a structured learning environment with small group work; and 3) tutor involvement with adult minority role models. The idea

stemmed from experiments and research conducted by IDRA staff in the 1970s which strongly suggested cross-age tutoring to be helpful in keeping students in school as well as in helping students achieve both cognitively and academically. Evidence also linked growth in self-esteem and cooperation skills with tutoring strategies.

In 1984, the Valued Youth Partnership was implemented in the Edgewood and South San Antonio school districts. It originated as a high school program in two districts but now includes two high schools and three middle schools in three school districts. The expansion into the middle grades is a result of research and statistics which indicate the need for early intervention. According to IDRA statistics, fifty percent of the Hispanics who drop out of school in the San Antonio area do it before ninth grade.

Program Description

The VYP program encompasses three program areas necessary to adequately plan and implement the program: 1) program organization and management; 2) student recruitment and identification; and 3) curriculum.

Program Organization and Management

The program is monitored by an IDRA administrator who oversees program implementation and coordinates in-service activities for school staff. School principals are responsible for program staff at their school, though they generally have minimal involvement in the program. The program coordinator/teacher is responsible for managing the day-to-day implementation of the program and the training of student tutors. The five major components of the program are 1) tutor training; 2) tutoring sessions; 3) field trips; 4) role modeling; and 5) parental involvement.

Tutor Training

Student tutors are recruited the year prior to program implementation by referrals from teachers, counselors, and principals. Student tutors are trained through enrollment in a course to develop their skills as a tutor. The course is offered for one period a day, one day a week, taking the place of the regular tutoring sessions. The goals of the course are to 1) develop interpersonal communication skills; 2) develop reading and writing skills; and 3) study child development theories.

Tutoring Sessions

Tutoring sessions are usually conducted during the school day and in most cases are located at the elementary school nearest the host junior high or high school. Students either walk to the host school at the designated time or are transported by bus. Students tutor for four to five hours per week and are paid minimum wage for their services. Students receive a district payroll check of $33.55 every two weeks which contributes to the family income and provides some spending money for students.

Field Trips

Field trips, a major component of the program, are designed to 1) expose students to economic and cultural opportunities in the community and 2) enhance the tutor and tutee relationship and tutoring environment. By setting aside money for classes to take field trips, incentives are provided for elementary teachers to take on tutors. A field trip to the Coca-Cola plant and an awards banquet sponsored by Coca-Cola provide special recognition and appreciation to the tutors for their participation.

Role Modeling

Role modeling is another important aspect of the program. Minorities successful in government, business, arts, or academia, who graduated from the school district, are invited to speak at banquets or classes for the tutors, providing positive role models for them.

Parental Involvement

Permission from parents is required for student participation and parental involvement in the program is also strongly encouraged. Parent meetings are held occasionally and a parent survey, conducted at the end of each session to get parental views of the program, is an informal part of the evaluation process.

Student Recruitment and Identification

Recruitment of student tutors begins the year prior to program implementation. Lists are made of potential candidates and program information is provided to recommended students. Interested and eligible students fill out application forms providing such information as demographic background, interest in program, previous employment, school credits, class schedule for semester of tutor participation, and school references. Applicants are then selected based on the following characteristics: 1) lack of interest in school; 2) a below-average academic record; 3) frequent absences; 4) repeated disciplinary action; 5) unsociable behavior in school; and 6) lack of clear-cut goals.

Curriculum

There are four curricular areas of concentration in the training the student tutors 1) Communication Skills; 2) Child Growth and Development; 3) Language Arts; and 4) Self-Image and Motivation.

Communication Skills

In this area of the curriculum, students learn how to be effective communicators, how to express feelings constructively, and how to be good listeners.

Child Growth and Development

This area of the curriculum focuses on promoting the understanding of the basic theories of child growth and development. In this course students are trained to be more sensitive to the needs of the tutees by understanding their capabilities, their limitations, and social behavior at a particular stage of development.

Language Arts and Skills Improvement

In this part of the curriculum students study language mechanics and reading and writing skills. Innovative ways to present these skills to tutees, specifically to limited English-proficient students, are stressed in the curriculum.

Self-Image and Motivation

In this area of the curriculum, students examine methods for motivating students and techniques to promote positive self-images among themselves and the tutees.

Staffing

An administrator from IDRA monitors program implementation and ensures that in-service training is provided for teachers and coordinators.

A program coordinator, overseen by a school principal, is responsible for managing the day-to-day implementation and operations of the

program at his/her particular site. The coordinator, a certified teacher hired by the district, conducts the training classes for tutors. The teachers currently running or coordinating the program were district teachers with a variety of subject-area backgrounds. Their main qualification for the job was interest in the program. In addition, the coordinator/teacher observes tutoring sessions, provides feedback to student tutors, keeps all necessary records, and administers the student assessment survey at the end of each session. Training sessions are held each summer for participants new to the program.

Currently, there are four teacher/coordinators operating the program in the San Antonio area: two teachers for 60 student tutors in the Edgewood School District, one teacher in the Harlandale Independent School District serving 25 student tutors, and one coordinator for three schools in the South San Antonio Independent School district for 75 student tutors.

Funding

The VYP program began in 1984 with a $100,000 grant from Coca-Cola USA as part of the Hispanic Youth Initiative to lure a larger share of the Hispanic market. The corporation awarded grants to five cities with large Hispanic populations, instructing them to do something innovative with the money to address the educational needs of Hispanic youth. The IDRA designed the San Antonio grant and subcontracted with the South San Antonio and Edgewood Independent School Districts to run an experimental program which would pay junior high and high school students to tutor elementary school children in reading and math.

The school districts pay the teacher/coordinator's salary and grant funds are applied to the remainder of the program services, including the stipends for tutors, training, field trips, and the awards banquet. IDRA estimates that the program costs approximately $150 per student to run, or approximately $15,000 per district. Costs for districts requiring busing or after-school student supervision are slightly higher. Extra funds from other grants are sometimes used for program supplements, such as additional trips or supplies.

Evaluation

To evaluate the success or outcomes of the Valued Youth Partnership Program IDRA looks at 1) the extent to which the program is being implemented as proposed and 2) the impact of the program on the participants. In order to conduct an evaluation, program events are carefully documented and extensive data are collected on such factors as student achievement, attendance, and discipline. A questionnaire is administered to measure student self-esteem and parent and teacher perceptions of the program are surveyed.

An evaluation of the Valued Youth Partnership program was conducted after its second year of operation and found the program to have positive effects on participating students. Of 100 students identified as high risk, 94 had remained in school. The six percent dropout rate is well below the 32 to 37 percent attrition rate for school districts with similar characteristics. Other program achievements include improved grades in English and mathematics, a decrease in student absences, a decline in discipline referrals, and an increase in student self-esteem.

The greatest achievement of the program has been in the areas of student attendance and behavior, according to VYP staff. There has been some student progress in the academic areas but the growth has not been as dramatic. Another evident area of student growth according to program administrators has been related to student self-esteem and self-worth.

Other Observations

The previous pages have described in some detail the San Antonio Valued Youth Partnership Program as it was originally designed and implemented. Over the years there have been some changes to the program as a result of both expansion and accommodation to particular school sites and programs. We discuss below some of these changes, as well as some of our more general observations about the program.

Many variations of the cross-age tutoring model exist in the San Antonio Valued Youth Partnership Program. Two types of programs were observed during the site visit to San Antonio. The first, described previously, was the model and most common program in which tutoring sessions are conducted four days a week, with one day reserved for tutor training and problem-solving sessions. This model is the most manageable and cost-effective, according to program administrators, because tutoring occurs during the school day, and students are able to walk to the neighboring school from their school. Another of the programs observed was an "over-age" program designed for students who are older than high school age, usually 18 or 19 years old. In this program students are mainstreamed for half of the school day, taking social studies, physical education, and electives. The remainder of the day is spent with one

teacher who helps students with basic skills courses. One hour of the day is designated for cross-age tutoring. In other instances the tutoring is conducted after school and students must be bused to the schools in which they are tutoring due to the distance between schools. This program is not as successful, according to program administrators, because students are tired and funds are needed to pay for buses and after-school supervision.

Other program variations were also observed. One example was in the flexibility of the curriculum. In the first tutoring program observed, the tutor training class fulfilled the requirement of an elective reading course and focused on creative writing in addition to improving tutoring skills such as problem-solving. In the second program observed, the teacher's job assignment was to address the basis skills needs in English, reading, and mathematics of a small group of ten to twelve students on a self-paced, individual basis. Students are mainstreamed during the afternoon. This flexibility of arrangements is seen as a positive aspect of the program in that it does not require drastic changes in a school district while it is adaptable to serve students in basic skills enrichment.

Another area in which variation is seen is in the selection of students to participate in the program. Students selected to participate are of average intelligence but for whatever reasons are not performing well in school. According to program staff, more care needs to be taken to select the students not only most in need but also to identify students who have a genuine interest and potential to be good tutors.

The program's successes and need for improvement become evident when talking to both student participants and program administrators. On the

positive side, conversations with students indicate that they like the program and feel they are getting a lot from the program; they are learning to be more patient and responsible, earning money, and are very proud to be tutors. Most students feel the program has helped them to both stay in school and to achieve academically, though some feel it just helps them stay in school. Students repeatedly said that they enjoyed tutoring the students and learning how it felt to be a teacher. They said that tutees look forward to their coming and ask them why they aren't there when they're absent. While some students said that earning money gave them an incentive to participate, most students said they would do it without pay -- there were other rewards. Teachers, however, said that they noticed a change in the appearances of the students as a result of earning a stipend for participation.

IDRA staff identified nine components of the VYP program they felt were critical for program success. They are:

- early identification;
- personal and individualized instruction;
- basic skills remediation;
- preparation for employment;
- support services and counseling;
- contact with the home;
- paid work experience;
- credit towards high school graduation; and
- committed staff.

IDRA staff added small class size as another crucial component. The administrative director of the program felt that classes of 25 to 28 were too large and felt a class size of 15 would be ideal.

Teachers and staff did make some recommendations for program changes. For example, one disadvantage of the half-day strategy, according to staff personnel, is that there are no structured training

or problem-solving sessions, so the program is not being fully implemented.

Parental involvement is another area which needs attention. Parents are contacted about their child's participation in the program but there is minimal involvement after that. VYP administrators are ambivalent about the role of parents in the process. On the one hand, they feel parents should be more involved, but they also feel that many of the students' problems are a result of family strife and students prefer not to involve their parents.

Although some aspects of the VYP could be improved, students and staff seem generally pleased with the progress and achievements of the program. The main asset of the program is its ability to hold students in school and help them to feel better about themselves and school without using large sums of monies. Program developers estimate that a fairly successful program can be run with approximately $150 per student or $15,000 per district, a relatively low cost for such an important effort.

MODEL SCHOOL ADJUSTMENT PROGRAM
Driftwood Middle School, Broward County, Florida

Background

To begin to address the problem of school dropouts in Florida, the legislature passed the Model School Adjustment Program in 1984. The general purpose of the legislation was to develop and evaluate research-based model dropout prevention programs for students in grades four through eight who are likely to become academic underachievers, failures, truants, or school dropouts. The legislation authorizing the program directed the State Department of Education to conduct and evaluate up to 10 model prevention programs and to conduct under contract an evaluation of the projects funded under the program.

During the fall of 1984, the Department of Education solicited proposals for grants under the program and selected five county school systems for participation: Alachua County, Broward County, Hillsborough County, Pinellas County, and Sarasota County. Districts were notified of their award of grants late in 1984 and began operation of their dropout prevention programs in January 1985. Funding during the first year totaled $322 thousand, with grants ranging in size from about $37 thousand to about $87 thousand. In addition, a research and validation grant of $53 thousand was awarded to Florida Atlantic University to validate the results of the projects.

During the second year of the program which began in January 1986, the state awarded 10 project grants totalling $977 thousand and a research and validation grant for nearly $100 thousand. The project grants ranged

in size from $62 thousand to nearly $120 thousand. Four of the county school systems that received funding during the first cycle continued to receive funding during the program's second year. These included Alachua County, Broward County, Pinellas County and Sarasota County. The funding for this cycle was for the 15-month period from January 1986 through April 1987 and, at the time of our site visit to the program, the state had not provided additional funding for the balance of the 1986-87 school year. Some districts, including the program we visited in Broward County, elected to continue the program through the end of the year with funding from local sources.

Program Description

The Model School Adjustment Program in the Driftwood Middle School in Hollywood, Florida (Broward County) is a dropout prevention program for middle school students in the sixth grade. The program is designed to identify students considered "at-risk" academically or behaviorally and to provide students and parents with an environment that will lead to positive behavior changes and increased academic involvement. To achieve this objective, the program uses a strategy that involves peer tutoring, family counseling to teach effective parenting skills, group counseling to teach learning strategies, and peer counseling to provide tutoring and appropriate role models. These program components are discussed in turn.

Peer tutoring is one the main components of the dropout prevention effort in the Driftwood Middle School. The 30 sixth-grade students who are participants in the program are assigned to seventh- and eighth-grade students who work with them on a one-to-one basis in basic skills

areas. Tutors are selected from a group of applicants who have passing grades in all their subjects and who are considered to be dependable and honest by their teachers. Efforts are made to have students tutor in their strongest academic subjects and to pair tutors who are most compatible with program participants.

Tutoring sessions are scheduled for one hour per day, three days a week. However, each of the sessions is scheduled during a different subject period so that students do not miss more than one hour per week of regular classroom instruction in each subject class. At the beginning of each class, the tutor picks the student up at their regular classroom and helps the student get ready for work. The tutee brings a folder to class that contains the day's assignment from the regular subject teacher; this becomes the first area of work during the tutoring session. After this is completed, the tutor moves on to other work in the basic skills in the subject area, using the remediation materials that are available in the tutoring room. If there is still time when this work has been completed, students may spend some time playing skills games on the computer. At the end of the period, the tutor takes the student back to his or her regular class.

The tutoring session involves evaluation of the student's work and behavior by both the tutor and the teacher who coordinates the peer tutoring. At the end of each session, the tutor fills out a progress report which gives program participants points for their work and behavior during the period. The tutor also returns the completed work to the classroom teacher to indicate what has been done during the tutoring session. The program coordinator also signs an evaluation sheet which

gives students points for their work and behavior. Students whose evaluations demonstrate academic and behavioral progress are eligible for special rewards, including passes to a local skating rink, an amusement park, Six Flags, and, one year, a trip to Disney World.

Peer counseling is the second major component of the dropout prevention program in Driftwood Middle School. Peer counseling is provided through group counseling sessions that are held one period per week on a different day from the peer tutoring sessions. The participants in the program are counseled by peer counselors who are seventh- and eighth-grade students who have proven to be models of positive goal-oriented behavior. The groups consist of eight students -- four participants and the peer counselor they are paired with -- and a clinical social worker who may moderate larger group discussions or channel conversations between individual students and their peer counselor. Peer counselors are selected from the peer tutors based on their interest in the program and their "people" skills. In addition, they receive training from the clinical social worker to help them be good listeners and counselors, to develop understanding about other people's problems, and to be non-judgmental in dealing with other students.

Family counseling is the third leg of support for students in the Model School Adjustment Program. In fact, because parent participation is considered so crucial to the success of the program, parents must agree to participate in the counseling sessions for their child to receive the other program services. The family counseling consists of eight to nine sessions held once a week for one to one-and-one-half hours at a morning or evening convenient to the parent. At the first meeting, parents are

introduced to the program and the topics that will be addressed in subsequent sessions. In the following weeks, the sessions cover a range of topics that help parents understand and communicate with their children and help them provide a support system for them. The sessions also give parents the opportunity to review their children's progress reports and discuss ways to respond to their children's problems and successes. To maximize parental participation, program staff, and particularly the family counselor, tries to be as flexible as possible in scheduling parent meetings. Counseling sessions are also available during the summer months to serve parents of students participating in the summer school program.

Participants

When the Model School Adjustment Program was established during the 1985-86 school year, it began providing services to 20 students per semester. The program remained at this size for three semesters, Spring 1985 and each of the following two semesters. Beginning in the Fall of 1986, however, the program was expanded to 30 students per semester, as program staff felt that they could appropriately serve this number of students.

The process of identifying students for the program begins in the spring preceding students' entry into the middle school. Letters are sent by the program coordinator to all of the feeder elementary schools to solicit recommendations from guidance counselors and teachers for candidates for the program. During the first four weeks of school, the program coordinator screens student records and reviews counselor recommendations to develop a pool of potential students for the program.

(Students who are sought for the program have a record of truancy, classroom disruption, underachievement and disinterest, all of which indicates that they have a high risk of failure in the middle school.) During this period letters are also sent home to parents to explain the program to them and to obtain permission for their children to participate in it. Meetings are then held with eligible students to encourage their participation in the program.

Placements in the program are determined on a first-come-first-served basis. However, as stated above, one of the requirements of student participation is parental agreement to participate in the family counseling sessions. This is seen as crucial to student success in the program.

Over the last two-and-one-half years, the Model School Adjustment Program has provided services to about 120 sixth-graders. In addition, there has been follow-up with students who have moved up to the seventh and eighth grades to ensure that the progress they made in the program is continued as they move through the middle school. Program staff have, however, expressed the concern that as more children move through the program, they will find it increasingly difficult to provide quality services to all students, since program resources are not adequate to meet the needs of both incoming sixth-graders as well as program graduates.

Program Funding

The state of Florida began providing funding for the Model School Adjustment Program at the beginning of 1985. The program at the Driftwood Middle School in Broward County was one of five programs funded by the

state during the first year. The grant of $64,387 was in the middle range of projects funded at that time. In the second round of funding that began in January 1986, the Broward County program was one of 10 programs to receive state funding. The program grant of $89,272 was again in the middle range of funding, with projects ranging in size from $62,175 to $119,623. Funding under the second grant was for the period from January 1986 through April 1987. Although the school district had anticipated additional funding for a third year, the state terminated funding for the program after two years. The district did, however, provide local funding to continue the program through June 1987 and, at the time of the site visit, hoped to be able to obtain either state or Federal support for the program for the next school year.

It is difficult to establish a precise per pupil cost for the program at Driftwood, since the number of students served in the program includes, in addition to the core of sixth-grade students participating in the program each semester, seventh- and eighth-graders who receive some additional services after leaving the program and a small group of students who receive services during summer school. However, based on a student population of 20 students per semester for two semesters during the program's first year, the cost per pupil of the program would be approximately $1,600 per pupil. With a student population of about 70 students the second year (20 the first semster, 30 the second, and 30 for about two-thirds of a semester in Spring 1987), costs were reduced to about $1,275 per pupil. Clearly, there were at least modest cost efficiencies introduced into the program with the increase in the student population from 20 to 30 students per semester.

Program Evaluation

To assess the effectiveness of the Model School Adjustment Program, the program coordinator at the Driftwood Middle School developed an evaluation design that compares the progress of program participants with that of a control group of students who are eligible for the program but who either chose not to participate in the program at all or did not participate in the program until the following semester in the school. Participant and control groups were compared in several areas, including attendance, skills passed, disciplinary referrals, grades, and promotion to the seventh grade. At the time of the site visit, evaluation results that were available for the 1985-86 school year showed that the program appeared to be succeeding in meeting the objectives it set out to accomplish.

During the program's first year, children participating in the program:

- Improved their attendance at nearly twice the rate of children in the control group;
- Showed a much higher decrease in the number of disciplinary referrals than children in the control group;
- Passed a much higher percentage of the required basic skills than children in the control group; and
- Had a rate of promotion to seventh grade that was over twice the rate of children in the control group.

Similarly, during the program's second year, program participants outperformed children in the control group in many of these same areas. Children in the program had much higher rates of passage of tests of required skills in reading and mathematics than children in the control group and much higher rates of course passage as well. In addition, 96

percent of the children in the program were promoted to seventh grade at the end of the year, compared with only 46 percent of the children in the control group. Based on all indicators of academic development and personal growth, the program appears to be meeting the needs of a student population that is greatly at risk of dropping out of school.

PROJECT COFFEE
North Oxford, Massachusetts

Overview

The Cooperative Federation for Educational Experiences, Project COFFEE, is an alternative high school based in North Oxford, Massachusetts, which serves the rural and economically depressed southern region of the state. At COFFEE's main campus in Oxford, and at two satellite campuses in nearby Webster and Auburn, a total of 120 students from 18 local school districts work towards high school diplomas from their sending schools and receive occupational training. The Oxford School District began the program in 1979 with the cooperation of the Webster and Auburn districts.

Over the next six years the program structure has evolved into its current form -- an emphasis on partnerships with high-tech firms, local businesses and the community; basic skills academic instruction, along with strong vocational training; and occupational and personal counseling. The program is associated with the French River Education Center, an independent, non-profit umbrella organization which develops, supports, and manages many local educational programs, and houses the National Diffusion Network's Coordinator for Project COFFEE.

Background

Project COFFEE began in 1979 when Dr. Francis Driscoll, the superintendent in Oxford, called together the superintendents of two small area districts, Auburn and Webster, to meet and organize a task force to

develop a regional vocational education program which would combine special education and vocational education funds. The state of Massachusetts was looking to fund several programs which would use this innovative funding combination, and the three districts decided to submit a joint proposal. The regional focus in their proposal was crucial if they hoped to win funding for two reasons: first, each of the districts was too small to compete alone with the larger districts in the state; and second, even if one alone won the grant, their resources would not have been adequate to develop and implement a program. Collectively, their pooled resources would be enough to fund a cost-effective program. The task force won the grant, and the program was implemented with the assistance of the French River Education Center and the guidance of an advisory council from local labor and industry.

Carpentry/building and grounds maintenance were the sole vocational components when project COFFEE opened its doors, but new components were quickly added, virtually all in high-tech, and future-growth fields. This focus on "the jobs of the 80s" was first envisioned by Dr. Driscoll. Working on the recommendations of the advisory council (which now reevaluates the economic viability of the components every third year), COFFEE adopted programs in word processing (originally data entry), computer maintenance and repair, horticulture and agriculture, and distributive education.

The high-tech training programs had to start from scratch; the districts had neither computer nor word-processing equipment, nor, more importantly, money to purchase the expensive equipment. So, to accrue the considerable resources necessary to implement the plan for high-tech job

training and to also ensure that students received adequate hands-on experience, the COFFEE administrators developed and refined strategies of partnerships with businesses, and emphases on community service and entrepreneurship. And, as a result of their success, they transferred these strategies and emphases to the non-high-tech components of the program.

The first partnership, which began in 1980, was with Digital Equipment Corporation through PARTNERworks, in their training and education office. DEC has since provided over $2 million in computer hardware, software, teacher training, and program consultation, as well as educational internships for students. They are not a local employer, nor do they have a plant particularly nearby, but DEC, through PARTNERworks, was already set up to handle relationships with non-profit groups when Dr. Driscoll made his proposal. Dr. Driscoll saw that working with this business would be preferable to working with one not set up to deal with non-profits, and the partnership commenced. DEC does not grant COFFEE its every request -- for example, DEC does not guarantee employment for any graduates of the computer maintenance program, and COFFEE makes every effort to be sensitive to the situation at DEC when making requests, and to put in a good word for DEC whenever possible. Dr. Driscoll stresses that the relationship between COFFEE and DEC is not one of personalities -- both Digital and COFFEE have undergone personnel changes which have left the partnership intact.

Other partnerships/cooperative efforts are with local small businesses, for example a law firm and a rug mill; and local community groups such as the fire department, the recreation council, and a home for senior

citizens. Entrepreneurship is encouraged and practiced in all vocational components, even though a substantial amount of profit, $4,000 to $5,000 per year, is made only by distributive education. Both kinds of efforts contribute not only to the positive visibility of COFFEE in the community, but also to the feeling of worth of the participating students.

Each instructor is also encouraged to nurture relationships with local related businesses who might be willing to allow students to visit on a field trip, do an internship (which often follows on the heels of the field trip), donate equipment or supplies, or provide paid or unpaid opportunities for work experience.

Program Description

Project COFFEE's main campus in Oxford has 80 students, eight teachers -- four basic skills academic and four occupational, two full-time tutors, one full-time counselor and a part-time pregnant and parenting counselor, and a director, Michael Fields. It is housed in a complex of detached buildings behind Oxford High School. The Webster and Auburn campuses each have twenty students and two teachers -- one basic skills academic and one occupational, and each is housed in the respective high school. Students from Webster and Auburn receive counseling and other ancillary services on site one day per week.

The school day runs from 7:45 a.m., when the students are discharged onto school grounds from vans which pick them up at home, until 12 noon, when the same vans arrive to drive them home again. Over 40 percent of COFFEE students have after-school jobs, which is officially encouraged. Before school starts, students can buy breakfast, mostly coffee and

doughnuts, from the food truck which parks outside, and bring it into class with them. There are four class periods a day, three 40-minute academic classes -- an English, a math, and either social studies or science, and one two-hour occupational training class. Students spend the day with the same group of 10 students who move from class to class together. (This is meant to develop a stable peer group.) Students are pulled out of class for: group counseling sessions every two weeks, gym once per week, viewing a literary "classic on video" every two weeks, computer-assisted instruction approximately two hours per week, weekly pre-employment education classes, and non-scheduled sessions with a tutor for those students with very low skills, and those having particular academic problems.

The program covers grades eight through 12, but each student's individual study begins at the grade level at which they enter the program. The guidance counselor conducts extensive testing in academic skills and other areas when a student enters and again on the anniversary of the student's arrival. The testing determines the initial level of the student, and then is also used to assess the progress the student makes while in the program.

Students in academic classes follow and complete the curriculum for core courses prescribed by the sending school in order to gain enough credits to graduate. The different curricula of districts and the students' different skill levels necessitate that each work alone. All students are graded every day in each academic class. If a student is absent, or disrupts class and is assigned to in-school suspension -- the "time-out" room, the student receives a zero for that day's work.

Students who make particularly good progress, or who have especially good attendance, are rewarded with special certificates of achievement, which are sent home to parents. Often it will be the first time the student has received any kind of positive reward from school.

A variety of academic courseware is available in a computer room well equipped with enough Apple computers for a class. The courseware is used to reinforce weak skills in a game format and to provide a change of pace for the students. Also in that vein is the biweekly viewing of a literary "classic on video" which is seen as the only exposure some students will have to these works. The viewing is followed by a discussion and quiz. Gauging from students' comments and answers, they appear to take the activity seriously.

A third change of pace the students can choose is to place themselves voluntarily in the "time-out" room, where they can do their regular day's academic coursework outside the regular class. This option is frequently exercised by students who, for some reason, are feeling upset, hemmed-in, or restricted, need some quiet, or want to be alone. The feeling is that if this option were not available, many students would walk out of school and not come back that day.

The majority of students enter the program deficient in physical education credits. The program designers found that regular gym was, in fact, among the most despised classes of many students, because of their low self-esteem and their unwillingness to identify with the "jock" crowd. Students at COFFEE, therefore, participate in a specially developed, alternative physical education program. In the regular, one-hour, weekly gym class, students participate in adult leisure-time activities

such as bowling, skating, and golf, both on and off campus, for which no special uniforms are required. Students who are missing an especially large number of credits can make them up by exercising on their own and submitting receipts showing that they have participated in an approved activity. The money from several of the entrepreneurial activities goes into a special fund which pays for the off-campus physical education activities, among other things.

The same vans which bring the students to school and home again also transport them between school and recreation sites, field trips, internships, and job sites. COFFEE leases the vans from a dealership for two years, at which point they take over ownership. The fleet is also used to make money for the school, by renting out the vans to other local schools.

The occupational training component of COFFEE is what attracts and keeps students in the program. Their focus is on providing real-world, hands-on experience in the field. Students enroll in word processing, computer maintenance and repair, horticulture and agriculture, distributive education, and building maintenance and repair, according to their stated interest, after they have viewed the components and discussed the options with the director and guidance counselor. Occasionally, students cannot have their first choice because of overcrowding, but there is a sign-up sheet, and students can transfer, although this is not encouraged. The administration makes an effort to integrate males into traditionally female classes, and vice versa. Mr. Fields, the director, has stated that their ideal is to have at least 20 percent non-traditional in each class. They are close to this goal in all but building and grounds maintenance, which has all male students.

The word processing component is located at the main campus of COFFEE. The classroom is a simulated automated office with 10 fully outfitted secretarial stations. Each station has a desk, electric typewriter, etc., down to the plants and flowers on each, provided by the horticulture and agriculture students. DEC has also donated state-of-the-art word processors for each station. Students learn typing, word processing, spread sheet preparation, bookkeeping and accounting. The instructor and class run a typing center business, with six local business accounts. The businesses provide the materials but pay no fee for the services, which include maintaining mailing lists and regular word processing. Students also do community service work. Last Christmas, for example, they produced pre-addressed Christmas cards on their word processors for residents of a local retirement home who were physically unable to write and address their own cards.

Also on the main campus is the computer maintenance and repair shop. The instructor, trained as a certified technician by DEC, teaches students to diagnose and repair computer equipment down to the board level. The class operates a computer repair business with service contracts with 14 local school districts. They repair about 100 machines a year with a three- to five-day turnaround, and generate about $2,500 per year in profit. So far, 11 students have become skilled enough to participate in a 12-week internship at DEC. Also, each year several graduates of the program go on to the local two-year technical school for further training (last year two did), and one graduate has gone on to college.

The horticulture and agriculture program operates out of a large greenhouse on the main COFFEE campus. Students learn current methods of

solar greenhouse planting, landscaping and small farming, including animal husbandry, by operating the greenhouse and running seasonal plant sales with what they produce; working on and observing at a farm owned and run by the instructor, George Starkus; and developing and maintaining the landscaping on COFFEE grounds and also for other civic and community facilities, such as the local city hall, and local ball fields. Students also give lessons in planting to local elementary school children. Many have interned in pet stores, animal grooming shops, florist shops, and landscape companies. Since the local area is rural, several students in the program live on farms themselves.

The building and grounds maintenance component is in transition from a focus on woodworking in the high school "shop" mold to a focus on the business end of building. At the main campus, the Webster campus, and at various worksites, students learn basic carpentry, plumbing, electrical wiring, masonry, painting and landscaping, by working on projects. The students do not learn to read or draft blueprints and do not participate in the planning of their projects. The instructor anticipates that the majority, who come in with no skills whatsoever, will be qualified to be construction laborers on completion of the program (although several students do currently show interest in developing higher-level skills and are being encouraged by the instructor).

Recently finished and ongoing projects include: sets of library bookcases for local elementary schools; an addition on the local dog pound, which attracted much other work when some in the community noticed the workmanship; a refurbishing of the second floor of a fire station into living quarters for the firemen; conversion of a COFFEE campus structure

into classroom space; and construction of a secure snack bar at a local softball field for the recreation council. Robert Scales, the Oxford Recreation Director, is very pleased with the progress on the snack bar and impressed with COFFEE's finished projects.

In distributive education, located at the Auburn campus, students run a customized silk screen printing business. Local high school student councils and others contract with the service to print T-shirts and banners. Students manage the company, learning all aspects of running a retail business. The instructor, formerly an art teacher for 13 years, in preparation for her assignment, visited "every print shop from Worcester to Boston" and learned the business inside and out. Distributive education generates between $4,000 and $5,000 per year in profit.

Instructors arrange unpaid internships for students with local businesses. The work schedule is arranged to meet the needs of both business and student, but is usually one or two school days per week. The instructor maintains contact with the on-site supervisor, who in turn must submit weekly reports rating the student's attendance, productivity, cooperation, work performance, and willingness to learn. The supervisor's report is followed up in the student's occupational instruction at school.

Participants

The students in Project COFFEE are special education high school students referred to the program by the sending school because of attendance, academic, and behavioral problems which could not be effectively dealt with in the regular high school setting. Because the program has the least restrictive environment of the local alternative schools, COFFEE

will not accept retarded students or students with a history of violence in school. The sending districts pay a tuition of $3,900 per student, including transportation, an amount considerably below the state average for alternative programs of $9,300. Currently, 15 districts use local appropriations, and three use special education (P.L. 94-142) funds to send students. With 120 students, the program is at its capacity; and there is a hefty waiting list. Given this circumstance, many of the districts make reservations and prepay a certain number of slots for students each year. Almost all students are white and non-Hispanic, and about two thirds are male.

The incoming students are not dropouts -- many simply because they are too young to officially drop out -- but most had been marginal students for some time. Project COFFEE is designed to provide an environment which minimizes those aspects of regular high school which these students find too restrictive and otherwise unacceptable, and which maximizes the academic and vocational aspects of school. Without barriers to learning, student academic performance improves; COFFEE students have significant reading, language, and math achievement test gains while attendance improves as well. First-year students have consistently shown significant gains in attendance over their prior school attendance. In fact, the project COFFEE "model" has proven so successful that it is being copied by other programs, including the High Performers Academy, a local school for pregnant and parenting teens who have dropped out of school, and project TEA, a new program for seventh- and eighth-grade students in the region.

Attendance and academic performance are strongly emphasized in the program. Monthly attendance reports on all students are sent to the special education directors of the sending school districts. If a student is absent, a staff member calls them at home. Those absent five times meet with the director to review their goals. When a student misses eight days of school, his or her parents are contacted, and if absenteeism reaches 12 days, the program staff meet with the special education director of the sending school district.

The program has a 10-week marking period, with student progress reviewed every five weeks. Students failing at the five-week point cannot continue on work-study until they have made up their academic work. If a student is doing poorly academically, the teachers meet with the student's parents and staff from the sending school district to conduct crisis intervention or other counseling to find out the cause of the problem. Often, teachers find that personal problems are the cause of poor student performance.

Students who have poor attendance or poor academic performance meet with the project staff and develop a contract for improvement. If the poor performance continues, a team meeting will be called to discuss alternate placements. This has been necessary for less than one percent of COFFEE students.

To complete the program successfully, the students must meet all graduation requirements of their sending school, including credits and attendance. Since 1979, 85 percent of the students who entered COFFEE obtained high school diplomas or were mainstreamed back into their sending school. Up until 1985, about 40 percent of the students returned to

their sending schools. More recently, only five percent have returned, since the staff concluded it is better to keep them in a program where they are successful and happy. About 15 percent of the students leave COFFEE without mainstreaming or graduating.

Staffing

The teachers at Project COFFEE are volunteers from the Oxford Public School System. The Oxford Superintendent, Dr. Driscoll, also personally asked several of the teachers to volunteer for assignment to COFFEE. The many problems of the students in the program and the close student-teacher relationships are very demanding for teachers, and the program would probably not succeed without the volunteer/special selection process of staff. The director is hired by the Superintendent in Oxford, and he and the staff report directly to Dr. Driscoll.

The teachers provide classroom instruction every day from 7:45 a.m. to noon. However, the teachers' day is not over at noon, when the students' day is, but the afternoon is spent doing paperwork, planning, having team meetings, conferring with other staff and the guidance counselor about students, and making local business connections. There is a guidance counselor in the program who meets with each class every two weeks and does group counseling using a preset subject and curriculum which she developed. Areas covered are as diverse as smoking and other addictive behaviors, to getting along with others. She also meets with teachers each week concerning the progress of each individual student in COFFEE.

A guidance related service newly offered by COFFEE is called the advocacy program. In this program, each teacher is assigned 10 students

to supervise. The advocate is then responsible for reporting on each student's monthly progress to the student's parents by phone and for acting as an intermediary in conflicts that arise between the student and other students, teachers, and parents. According to teachers, this service has averted several potentially serious conflicts when they were still in the brewing stage.

Evaluation

In 1981, Project COFFEE submitted evidence to demonstrate its effectiveness to the Joint Dissemination Review Panel (a Federal panel that determines whether a program is effective in meeting its stated purpose, based upon objective evidence). The evaluation demonstrated statistically significantly basic skills achievement; acquisition of entry-level job skills; improved self-concept; and decreased absenteeism. At the time of the evaluation, 59 percent of the Project COFFEE students were still in the program or mainstreamed. Eighteen percent had graduated, joined the military, or gone on to full-time employment in their training field. The remaining 19 percent had moved or been placed in a more restrictive environment.

In 1986, Project COFFEE again submitted evidence to demonstrate its continued effectiveness and was validated by the Panel. The program demonstrated its effectiveness over three program years in increasing students' academic performance, decreasing absenteeism, and improving students' employability. In this evaluation, pretest and posttest achievement data were available for 104 program students, representing 39 percent of those enrolled between the 1983 and 1985 school years. These

students showed statistically significant gains in reading and language scale scores for all three program years and for math in two of the three years.

In addition to this record of performance, Project COFFEE has received additional citations and honors. In 1982, it was awarded a Presidential Citation as a successful industry-education partnership and was named one of 10 National Lighthouse Sites by the Department of Education for its efforts in helping school districts use technology in education effectively. In 1983, the project was certified by the Massachusetts State Department of Education as a "Promising Practice" program in working with special-needs students.

THE PENINSULA ACADEMIES
Redwood City, California

Overview

The Sequoia High School Electronics Academy and the Menlo-Atherton High School Computer Academy are a collaborative effort by the Sequoia Unified District and over 35 local high technology companies that helps educationally disadvantaged youth to break the pattern of low academic achievement, insufficient skills, and chronic unemployment. Located in the heart of "Silicon Valley," the Academies' target population is "high-risk" students who are in danger of dropping out of school due to attendance problems, lack of academic progress or a combination of the two. They provide instruction and occupational training in electronics and computer science to approximately 180 students.

The Academies programs are integrated into the curriculum of their respective high schools. Students in the program combine courses offered by Academies teachers with regular high school courses. The core curriculum provides students with special help in math, science and English as well as in electronics or computer science. During their junior year, Academies students establish a mentor-mentee relationship with an employee in a local, high-technology firm, a support relationship that often lasts through high school. If students make adequate progress in their courses, they are eligible for employment opportunities in high-tech companies during the summer after their junior year, and, in some cases, after school during their senior year. When that student graduates from the Academies, he or she has the academic and technical training to secure employment in technical fields.

Background

The Peninsula Academies serve San Mateo County which is at the center of California's thriving electronics and computer industry. Yet in spite of the apparent abundance of wealth in the Sequoia Union High School District (SUHSD) -- which includes Palo Alto, Menlo Park, Redwood City, San Carlos and Belmont -- there is a significant disadvantaged population. This school district is an area of striking contrasts: in the 1980 U.S. Census the median annual income for one city in the district was $58,000, while in an adjoining city also located in the district, the median income was close to $16,000. Breaking the cycle of poverty in an area that requires high levels of technical skills and education for all but the most menial jobs may be more difficult than it is in more depressed areas.

In 1979 the high schools on the mid-Peninsula received national recognition for their academic excellence, yet their vocational programs had not kept pace. And the traditional vocational programs suffered from under representation of minority students who frequently lacked the basic skills to qualify for the programs. Lacking basic skills, information about the job market, and motivation to complete school, many economically disadvantaged students dropped out of high school and entered the ranks of the unemployed. In the fall 1980 semester, minority youth made up 59 percent of SUHSD students who were dropped for poor attendance, although they constituted only about one fourth of the entire population.

In response to these conditions, the Executive Director of the Stanford Mid-Peninsula Urban Coalition and the Superintendent of the SUHSD developed a proposal for an innovative, occupationally-oriented program

that would pool resources from private industry and the schools, to benefit both. Planning for the Academies began in 1979. The Urban Coalition brought together representatives of corporations and schools to form a curricular committee. Funding was obtained from private foundations (initially the David and Lucille Packard and the San Francisco Foundations), from corporations and from local, state and Federal programs (channeled through the SUHSD). During the start-up period, the Academies were run by the Urban Coalition.

The first Academies class was recruited in the spring of 1981, and in September 1981, 91 tenth-graders entered the program. By fall 1983, a full three-year program was in operation, with a total of 184 students enrolled in grades 10 through 12. Leadership for the program has gradually shifted from the Coalition to the SUHSD; supplemental funding has also shifted from private foundations to the State of California. Based on the success of the Peninsula Academies program, the state passed special legislation to fund 10 academies programs across the state and new legislation that will continue funding for the Academics during 1987-88 school year.

The teachers who were involved in the Academies during the start-up period remember it as a tumultuous, but exciting period. Each new entering class caused new problems and the program did not settle down for the first five years. Now after a successful start, SUHSD is taking steps to institutionalize the Academies, by establishing a Peninsula Academies Coordinator and a formal Academies Steering Committee with representatives from industry and the District to provide oversight and direction to the program while insuring senior corporate support. The linkage with local corporations remains vital to the Academies for securing mentors and jobs.

Program Description

The Academies function as alternative programs within the traditional high school setting. Students are selected from the high school freshman classes at the four district high schools. They attend regular high school classes; some are special Academies courses while others are regular classes in the high school. The Academies teachers receive one extra period per day for preparation, counseling, and interaction with parents, industrial representatives, and school officials. Industry also plays an important role in the program by supplying mentors, jobs, speakers, field trip sites, and special equipment and services.

The location of the Academies as an alternative within the high school is an important element of the program's success. In the Sequoia High School Electronics Academy four classrooms are used exclusively for Academies courses; in the Menlo-Atherton Computer Academy only one classroom (the computer lab) is used exclusively by the program. Students attend the special Academy classes and other required and elective classes in the high school. To graduate, the students must meet SUHSD graduation requirements, but they also receive three years of special vocational training. Yet they also have the advantage of a special support structure that can be described as either an "academic department" or a "safety net."

Students are recruited each year as part of an elaborate selection process. In the middle of each year notices are sent to all teachers in the district asking for nominations. Parents and students are also informed through various media. The parents of all nominated and applicant students are notified. Special meetings are held to describe

the program to parents and students. The academies teachers then review all of the school records of students who remain interested after the presentation. They also meet with parents and students. They select high-risk students -- i.e., those who exhibit behavior and academic patterns that would result in dropping out if they persisted -- who also want a chance to make it and therefore are willing to buy into the intensive program offered by the Academies. What sells the Academies to potential students are the prospect for jobs and the enthusiasm of students who are currently in the Academies. By the time students gain entry as high school sophomores they feel as though they have been through a rigorous selection process and as though they have gained entry to a special program.

The core courses in the two Academies are offered by Academy teachers. Each Academy has courses in math, sciences, English and vocational education (i.e., electronics or computer science). The core programs in the two Academies vary slightly in the number of Academy courses taken by most students each year. However in both cases they take more core courses as sophomores than as seniors; they are likely to take four core courses as sophomores, and one or two as seniors. Most of the students require remedial work and the Academies' core courses in math and science have this focus. If students are more advanced academically, they can meet their math and science requirements in more advanced courses that are not part of the Academies' curriculum.

As currently structured, the core courses that provide the most program content are English and the vocational courses. In the Computer Academy the computer teacher organizes assignments so that students learn

skills that are likely to be needed by local industry. The computer courses tend to be self-paced, in the sense that students complete assignments individually. There is also a teaching assistant, which allows for more individualized time. In the Electronics Academy the first two years of electronics course work are offered by the Academy teacher. The electronics courses are described as "intense" by the students -- the electronics packets (instruction models from the State Department of Education) are described by students as difficult, requiring intense concentration -- yet the teacher finds time to balance the program with films or motivational talks when particularly difficult packets have been completed. The third-year, advanced electronics course is currently offered by a part-time Academy teacher.

In both Academies the English courses have become a key ingredient of the Academy program. The English teachers have tailored their courses toward providing students with the basic written and spoken skills they need to get and keep a job. In these courses students work on basic sentence structure, letter- and resume-writing, and interview skills. Students who are senior in the program feel these skills give them a competitive advantage over their peers.

Academy students also take courses from the regular high school program. If they have advanced math or science ability, they may take regular high school courses in one or both of these areas. They also take other elective and required courses from the regular high school curriculum. The Academies' teachers help the students to plan their schedules -- there are no academic counselors in either high school. Counselors were all eliminated due to budget cutbacks caused by the

passage of California's Proposition 13. After SUHSD's reserves were spent, all high school counselor positions were eliminated and all teachers with less than nine years experience were let go from the school district -- a move that changed the composition of faculty at both Academies after their first year.

The teachers characterize the core curriculum as an "academic department." They point out that the experience of teachers and students has some of the qualities of college departments. In fact, students identify with the Academy much the way a college student describes himself as a "psychology major." Students definitely feel they graduate from the program with a special skill, a major of sorts, that helps them to compete in the job market. Most agree that they will graduate with a higher skill level than students in vocational courses. In fact, the Computer Academy offers the only opportunity in the district for a three-year computer program. And while other students may take advanced electronics at Sequoia High School, no other students have the in-depth background provided by the two years of preparatory work.

In a sense, however, the curriculum is only a small part of what makes the Academies work. They also provide a safety net for high-risk students that supports the development of new behavior patterns that not only will get them through high school, but that are also needed to keep a job. The teachers communicate with each other, with their students and with parents about student behavior. They also structure corrective actions that are likely to be a success.

Academies teachers communicate frequently with each other about in-class behavior of their students and whether students actually attend

class. Several students commented that if they cut class, their parents will know about it before they get home. If a student does not have an excused absence, the parents can expect a call that day. More importantly, teachers communicate with each other about in-class behavior problems and are in frequent contact with other high school teachers who have Academies students. When necessary, they talk with the student about the behaviors they need to change. If negative behavior patterns persist, then there will be a parent-student-teacher conference to develop a contract. If the student does not live up to the contract, then he or she may be asked to leave the program. Although students find the contract period to be difficult, one student who survived such a period described it as "necessary."

In a very real sense the Academy teachers provide the support these high-risk students need to survive in school. When students have problems, most feel they can bring them to the teachers. The teachers describe a full range of problems they have dealt with, including serious family, health, and peer problems. Most of the students in the Academies simply do not get the support at home they need to make it through school. The students describe the Academy teachers in such endearing terms as parent (mom or dad), friend, counselor, and advisor. For their part, the teachers are well aware of the important role their support plays in keeping these kids in school.

Support from industry is also an important ingredient of the Academies' success. During their junior year, Academies students are assigned mentors who are employees in local industries. The primary responsibility of the mentors is to communicate with the students about

what it is like in the world of work. Most students visit the job site with their mentors and begin to develop their own sense of what a job might be like. Many of the mentors develop strong supportive relationships with their mentees. Many get calls about homework, or even personal problems. Mentors are also asked to attend Academy functions, especially at the Electronics Academy where mentors appear to be a little more involved. One mentor described the special satisfaction he gets from the one-on-one work with his mentee, a form of satisfaction that is not possible on the job.

Perhaps the biggest contribution by local industry to the Academies comes in the form of summer jobs. Every Academy student who makes satisfactory progress during his or her first two years in the program can expect a summer job. The summer jobs, typically with firms like Lockheed Missiles & Space, Hewlett-Packard, Xerox and Tandem, pay competitive starting wages.

The prospect of getting a summer job after junior year is a source of motivation for Academies students. A teacher at the Electronics Academy has developed an automated program on an Apple computer to monitor attendance/punctuality, attitude, behavior, and performance. Objective criteria have been developed for attendance, e.g., counting cuts or tardies, as well as performance, e.g., grades. Attitude and behavior, on the other hand, are measured subjectively by individual teachers and point scores are maintained by each teacher. Students must maintain at least a 3.0 (or C grade) in all four areas to be eligible for work. When students were interviewed about this system, they liked it because there were well-defined standards that let them know what they had to do to qualify

for a job. Students and their parents received monthly evaluation reports. The teachers indicated the system was designed to foster the type of behavior that would help students to get a job.

Participants

In 1985-86, the Peninsula Academies enrolled 183 students at the beginning of the fall semester, with approximately half were enrolled at each Academy. Over half were ethnic minorities (mostly Black or Hispanic): 52 percent at the Electronics Academy and 76 percent at the Computer Academy.

Most of the students enroll by the first day of school. However, in the 1985-86 school year, one additional student joined the Electronics Academy and six joined the Computer Academy after the school year started, raising the total of students enrolled during the year to 190. Typically the Academies will maintain lists of eligible non-enrolled students for part of the first year, but it becomes more difficult for new students to enter the program over time. There were no new students admitted to the junior or senior classes.

Students who enter the Academies program start with poorer than average academic skills and behavioral problems. According to the results of the Nelson Reading Test administered in the ninth grade, about two thirds of the entering freshmen in 1985-86 had reading scores about two grades below level; about one third had reading skills at or one grade above level. Also many of the entering students are often deficient in course credits, which must be made up if they expect to meet SUHSD graduation requirements.

One of the distinctive features of the Academies is their small class size, which is needed for individualized work on basic skills. The average class size at both Academies was between 14 and 17 students, well below the district average of about 25 to 30 students per class. The only exceptions were some of the Computer Academy science classes and the Electronics Academy 12th-grade electronics class, which were mixed with non-Academies students and had a larger size approximating the district average. Most 10th- and 11th-grade students took four Academies classes, plus two or three regular program classes each semester. Typically 12th-graders took from four to six non-Academies classes plus one period of electronics or computer lab, plus spring-semester work experience.

One of the problems faced by Academies teachers in retaining students is the tendency for some students to move from the district. Many of the disadvantaged students in SUHSD are from families in which parents have a hard time finding or retaining jobs; some are even from migrant families. Therefore many students who leave the program leave when their parents move. Another route for leaving the Academies program is to be asked to leave, if students fail to meet contractual agreements, which results in being put back in the regular school program.

Students also have the option to return to the regular school program. Many either object to, or cannot adjust to, the intense scrutiny they receive from the Academy teachers. Academy teachers feel it is essential that students understand what they are getting into and make a personal commitment to the Academy program. Even if students eventually decide they do not want to pursue electronics or computer science, the Academies can still provide a support structure to help a student persist

through high school. However, if students enter because they were pushed by their parents or because they were attracted by the job, but did not buy into the entire Academy program, then they are more likely to opt out of the Academies and into the regular school program.

The assessment of the Peninsula Academies' success on one of its major goals -- reducing the school dropout rate -- is complicated by the fact that there are so many ways to leave the Academy. Students can leave the Academy by choice to enter the regular school program, then eventually drop out. A 1986 evaluation report documented that students who left the Academies had a graduation rate of only 25 percent, compared to 58 percent for a specially selected control group and 86 percent for those who stayed in the Academies. The SUHSD statistics also show a slight improvement in district-wide retention rates since the program was instituted (from a dropout rate of over 12 percent in 1981-82 to approximately 10 percent in 1983-84). However, it is difficult to attribute change in district rates exclusively to the Academies, since the entering classes represent a very small portion of sophomore students. It should be noted that the dropout rate for the high-risk students who elected to stay in the Academies was consistently lower than the district-wide dropout rate between 1981-82 and 1984-85 (SUHSD 1985-86 statistics were not available at the time of the evaluation).

Staffing and Administration

Staffing of the Academies has been relatively stable in recent years after a tumultuous start-up period. There were several factors that contributed to high staff turnover during the first two years. Both

Academies had teachers on loan from industry for their initial start-up period, but within two years both teachers were replaced by SUHSD teachers. Also the Academies were initially staffed by volunteer teachers, some of whom were new to teaching. In 1982-83, when the SUHSD was forced to release all teachers with less than nine years experience, the younger teachers in both Academies were forced to leave. Since this early period, the staffing has been relatively stable. Also, in the past year steps have been taken to stabilize, or "institutionalize," the administration of the Academies.

The Electronics Academy had four full-time teachers, one part-time teacher, and one teacher aide in 1985-86. The part-time teacher (the school's electronics instructor) taught 12th-grade Academies students as part of the regularly scheduled advanced electronics course. In 1985-86 the four full-time teachers each taught four periods per day of either 10th- or 11th-grade English, science, mathematics or electronics. The English teacher served as department chairperson and in 1986-87 was given an additional release period when she assumed responsibility for coordinating job placement and liaison with the Academies Steering Committee. Therefore special arrangements were made for an additional part-time English teacher in 1986-87. The science teacher had two years' experience in the Academies counting 1986-87, while the other full-time teachers averaged over 4-1/2 years with the Academy.

At the Computer Academy there were also four full-time teachers (English, science, mathematics, and computers), plus a technical aide in the computer lab. The science teacher, who also served as Academies department chairperson, had been with the Academies since the planning

year in 1981. The other three full-time teachers have each taught at the Academy for the past three years.

The administration of the Academies underwent evolutionary change during 1985-86. During their first five years the Academies had a high degree of autonomy with SUHSD, in part because they enjoyed special external funding. Officially they were affiliated with the original Urban Coalition project, but unofficially the type of support they received from the Coalition and industry changed with time. The Coalition and the Sequoia District successfully lobbied the state legislature for a two-year program to fund the Peninsula Academies and a small group of other (new) academies programs in the state. The Coalition's direct interest dwindled after state funding was secured.

During the founding period, the Peninsula Academies received attention from senior executives from local firms like Hewlett-Packard and Lockheed, but as time passed, they got less attention from senior management. Some of the important linkages with industry began to wane; job placement became somewhat more difficult to find.

In 1986-87, the Director of Special Projects took over administrative responsibility for the Academies. He worked to reestablish a steering committee with high-level corporate involvement; appointed a coordinator to take greater responsibility for developing and maintaining corporate relationships; and took steps to integrate the Academies into the structure of the schools, such as increasing the oversight responsibilities of the school principals. All of the teachers described this "institutionalization" process as a necessary step that was helping to revitalize the Academies. During 1985-86, many of the Academies'

teachers were actively involved in providing guidance to the other newer academies in the state. The program dropout rate almost doubled in 1985-86, from four percent during the prior two years to just under eight percent.

The Academies now have an active Steering Committee with 24 members from the school district, the Academies, and local industry. The Steering Committee has subcommittees for Work Experience and Summer Jobs, Curriculum, Equipment Funding, Mentors, Visitations, Field Trips and Speakers, and Evaluation. The frequency of meetings varies from committee to committee and by time of year. The Academies also have an Oversight Committee that sets overall program direction; among its membership are the SUHSD superintendent, corporate representatives, and feeder school superintendents. The two-committee structure is designed to ensure collaboration in setting direction and assistance with the operation of the Academies. The Academies department chairs -- the science teacher at the Computer Academy and the English teacher at the Electronics Academy -- now report administratively to their respective principals, who in turn report to the Director of Special Projects.

Funding

The Academies receive some basic support on the basis of their average daily attendance (ADA). However the smaller class sizes for the Academies (14 to 17 students per class compared to 25 to 30 for the rest of SUHSD) and the extra release period for all full-time teachers, increases the average per student costs. There are also supplemental costs for equipment and field trips.

The supplemental costs for personnel were initially provided by industry and local foundations. However, for the past two years each Academy has received approximately $50,000 from the State of California. However, the current legislation runs out this year.

The Director of Special Projects estimates the annual cost of the two Academies is approximately $250,000. They receive approximately $100,000 from the state, with $120,000 matching (staff salaries, equipment, etc.) from the SUSHD. The difference is made up by foundation support and other donations which have dropped off significantly. Federal funds from the Vocational Education Program and Chapter 2 funding make up some of the district's contribution.

The principal program cost is personnel, which represents approximately 83 percent of the total expenditure. Equipment runs approximately five percent of expenditure; supplies, transportation, and indirect expenses take about 10 percent. The indirect costs run about three percent of the total. Facilities are treated as an in-kind donation to the Academies.

Legislation recently passed at the state level that provides revenue sources for the Academies. The state bill has provisions for matching funds from the school district. The state legislation requires that the district spend the money first, then be reimbursed. An attendance rate of 80 percent with full graduation is required for maximum state funding.

Evaluation

The Peninsula Academies were evaluated each year until 1986 by the American Institute for Research (AIR) under funding from the William and Flora Hewlett Foundation. AIR used a matched comparison group for its annual evaluation of the Academies. The 1986 evaluation reached the following conclusions about program impact:

- Daily attendance rates for Academies 10th-graders were significantly better than for the comparison group, even when attendance in non-Academies classes was considered.
- This year, 94 percent of the Academies 10th-graders stayed in school from September through June, compared to 86 percent of the comparison group.
- The cumulative school dropout rate for all three Academies grade levels was about half that of the comparison group.
- Retention in the Academies program remained high this year (80 percent of the students enrolled in the fall stayed in the program all year). However, attrition at the 11th-grade level was higher than desirable, and a very small group of seniors graduated, due to high rates of attrition in 1984 and 1985.
- The majority of both responding parents (80 percent) and students (76 percent) reported that the students had improved in their attitudes toward school and self-concept as a result of participating in the program. Many students commented that the Academies classes had taught them how to set personal goals and work to attain them.
- All Academies students who were recommended and available to work at summer jobs and senior-year work experience were placed in jobs.
- Industry work supervisors gave overall average ratings of "Very Good" for student workers during both the summer of 1985 and the spring of 1986. Eight students (33 percent) received ratings of "Outstanding" last summer and five (22 percent) this spring.
- For the most part, Academies students did equally well, but not significantly better than comparison students on district proficiency tests in reading, mathematics, writing, and science. (Reller, 1976, pp. 64-65.)

Another study reaches the following conclusions about the employment

and educational experiences of Academy graduates and their comparison groups:

- Over 80 percent of both Academies and comparison group respondents were employed, either part- or full-time. Employment patterns were similar for males and females, and for Blacks, Hispanics, other minorities, and Whites, in both the Academies and comparison groups.

- Academies graduates on the average were earning more per hour and working more hours per week than the comparison group. As a result, their weekly earnings averaged about $78 more than those of the comparison group.

- Academies graduates were much more likely to hold technical/skilled jobs than were the comparison graduates (75 percent vs. 33 percent), and those working in technical/skilled jobs were earning significantly higher wages.

- Employed comparison group respondents were earning 39 percent more in the fall of 1985 than they had been one year earlier; earnings over the same period rose 33 percent for Academies graduates.

- Nearly half of the employed Academies graduates had found their current jobs through the Academies program.

- Over 40 percent of both Academies and comparison graduates were enrolled in postsecondary education, and over two thirds had taken at least one course since high school graduation.

- Over 75 percent of Academies graduates (compared to 36 percent of comparison graduates) said their high school preparation had prepared them very well or well for their present activities.

- The educational aspirations of Academies students changed between 1984 and 1985, with the majority of them now seeking technical certificates or A.A. degrees, rather than four-year college degrees. About half the comparison group respondents continued to aspire towards B.A. degrees or higher (AIR, 1985).

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DROPOUT PREVENTION PROGRAM
New York City Pubiic Schools

Background

The school dropout problem in New York City has received considerable public attention over the last few years. Although consensus does not exist about the exact number of dropouts from the school system, both school officials and outside observers recognize that the dropout rate is much too high, particularly for youngsters from poor and minority families. Statistics published by the New York City Board of Education estimated the public high school dropout rate in 1985 at 42 percent and up to 60 or 70 percent in some of the system's inner-city schools. Data for 1986 show some improvement in the dropout rate, but the rate is still well above the national average.

In response to these alarming figures, the New York City Board of Education initiated in 1985 a series of measures that would to begin to address the dropout problem. The first was a set of accountability procedures that were designed to assist schools improve their performance in such areas as attendance, test performance, and graduation rates. The second was a program of financial assistance, the Dropout Prevention Program, to assist a core of schools with high dropout rates implement programs to reduce the number of school dropouts. Under the program, the city is appropriating $10 million per year for three years for programs in 10 high schools and 29 middle schools to assess the effectiveness of alternative approaches to dropout prevention. The program is being administered by the Board of Education, under the direction of a Superintendent for Dropout Prevention.

Special dropout prevention efforts in the city's schools are also being supported by funding from New York State as part of the state's Attendance Improvement/Dropout Prevention Program. (AI/DP). Passed by the New York State Legislature in 1984, the legislation appropriated $28 million in additional state aid to school districts with the lowest attendance rates to fund programs and services to improve student attendance. During the first year, 1984-85, $22.3 million was allocated to New York City through formula funding; during the second year, the city's allocation increased to $28 million.

Program Description

The Dropout Prevention Program and the state's AI/DP are both based on some common assumptions about ways to reduce the dropout problem (Orr, 1986). The first is that unexcused student absence is an early symptom of trouble. Second, severe attendance problems begin in the middle or junior high school. Third, since students leave school for many reasons, a comprehensive program can best address individual student needs. Fourth, a number of community-based agencies and city social agencies have resources that can be brought to bear on the problem. And, finally, limited resources can have more impact if used for a limited number of schools and students where the needs are greatest (Orr, 1986).

The city and state programs are both organized around a set of six core services that are to be fully integrated into a comprehensive program for each student (Orr, 1986). These are:

- **Facilitator** - Each school must identify a regularly licensed teacher to serve as facilitator, with at least two free periods to track the progress of targeted students, work with a pupil personnel committee, and coordinate the program.

- **Attendance Outreach** - Each school must supplement its existing daily attendance program with outreach services to follow up absent students, including communicating with parents by phone or through home visits. Incentives may be used to encourage good attendance. A pupil personnel committee of school and program officials meets periodically to review attendance.

- **Health Services** - Targeted students are to be given priority for school-based health services provided through the New York City health department. Each school is to make certan that these students are screened for physical and psychological problems that may interfere with their schooling and refer students to appropriate services within the school or through other community agencies. This service cannot be funded through dropout prevention funds.

- **Guidance and Counseling Services** - Counseling services must be made available to every targeted student to identify and address individual problems that may cause poor attendance.

- **School-level Linkages** - Each school must develop strategies to help incoming students make successful adjustments to the new school. Each high school must develop a plan for graduating middle school students from at least three major feeder middle schools, with special attention to high-risk students. Middle school students in dropout prevention programs will be given the opportunity to enroll in a summer remediation program. The high school will be notified which incoming students were in middle school dropout prevention programs to assist in tracking and programming students.

- **Alternative Education Programs** - The programs must include high-interest programs to motivate targeted students. The programs should incorporate basic-skills instruction and individualized attention. These are usually career education instruction or after-school tutoring and enrichment.

These core program components are being implemented in the city and state dropout prevention programs using a variety of service delivery strategies. However, three service delivery models represent the major focus of the city's dropout prevention efforts. These include: 1) Operation Success; 2) a case-management approach that uses community service organizations to deliver some or all program services; and 3) a systemic approach that incorporates the services into the regular school program.

To provide some insights into the ways that these diverse strategies are being used by the New York City Board of Education to address the dropout problem, we arranged to conduct site visits to two schools that are participating in the city's dropout prevention efforts. In preparation for these site visits, we met with the Superintendent for Dropout Prevention and his staff to request their recommendations about programs to include in our study. Two high schools were recommended for this purpose: Far Rockaway High School in Queens, which is using the Operation Success model to address the dropout problem; and Theodore Roosevelt High School in the Bronx, which is using a systemic approach to the problem. These programs were recommended to us not because they were considered the "best" programs, but rather because they were considered to be good models of their respective dropout intervention strategies.

It is important to note before describing the programs in these schools that our site visits were not designed to be evaluations of the success or failure of these dropout prevention efforts. (A full-scale evaluation of the program is, in fact, being conducted by a team of researchers at Columbia University under contract with the New York City Board of Education.) They were designed instead to provide some general information about the ways these interventions were being implemented and to use the experience of program staff to help other practitioners implement similar program models. One must note further that our program descriptions were not intended to reflect all of the diverse ways that these program models are being implemented. They represent instead one model for implementing the respective dropout prevention strategies.

Far Rockaway High School

Far Rockaway High School is a moderately large school in the Far Rockaway section of Queens, about an hour's drive from downtown Manhattan. The school population of about 2,500 students is largely minority -- about 23 percent Hispanic, 65 percent Black, three percent Asian, and eight percent White. Between 40 percent and 50 percent of incoming ninth-graders are two or more grades behind in reading and mathematics, and a large number of students are from families receiving public assistance. In 1984-85, the first year of the Dropout Prevention Program, the school reported a dropout rate of 11 percent; in 1985-86, after one year of program operation, the dropout rate was calculated at 8.8 percent.

During the 1986-87 school year, Far Rockaway High School received a budget of $206,000 to serve 206 students who were considered to be most at risk of dropping out of school. Students were selected for participation in the program based on a variety of characteristics, including poor attendance and course failure in both junior high school and in the first term of high school. The school is using these funds to provide a variety of dropout prevention services, but the Operation Success model is at the core of the high school's dropout prevention efforts.

The Operation Success model is designed to offer students a range of services to address their personal, vocational and training needs and to encourage students to stay in school. Services are provided under this model at Far Rockaway by the Federation Employment and Guidance Service (F.E.G.S.), a private human service agency that is headquartered in Manhattan. F.E.G.S. is also providing dropout prevention services at four other high schools participating in the Dropout Prevention Program, in

addition to I.S. 53, a feeder intermediate school to Far Rockaway High School that is funded under the state's AI/DP.

The F.E.G.S. team at Far Rockaway consists of six staff members. These include a site supervisor, who also functions as a case manager, a second case manager, and several other staff members who work with students in different areas. The case manager is the student's primary counselor and the person responsible for determining the best mix of services for the student. At the time of intake into the program, students are assigned a case manager who helps develop their program of services. The case manager then becomes the liaison for the student with the school and other staff from F.E.G.S. Through periodic conferences with the student and program staff, the case manager works to ensure that students continue to receive appropriate services.

Other staff from F.E.G.S. are responsible for different types of program services, including job preparation, counseling, and other social services. An internship specialist is responsible for developing the job preparation component of the program. This person works with students to prepare them for different types of work experience and with public institutions and private businesses to develop sites for internships. According the F.E.G.S. staff, a key aspect of the internship is that it be an educational experience and an experience leading to personal growth. Students must learn applicable skills, e.g., conducting inventories, measuring cloth for the manufacture of clothing, and must use the internship to develop a sense of responsibility and self-esteem. The internship is also designed to contribute to students' accumulation of

credits towards their diploma. Students receive one credit for every 60 hours of work completed in the after-school internship.

In addition to the case manager and the internship specialist, FEGS staff at Far Rockaway includes: a half-time outreach specialist whose function is to maintain contact with students' families to reduce absenteeism; a community resource person who is responsible for negotiating the system for the student and his or her family and serving as a liaison with other social service agencies in the community; and an evaluator who is responsible for assessing the student's vocational abilities. Through use of the Vocational Interest, Temperament and Aptitude Survey (VITAS) and several interest inventories, the evaluator attempts to apprise the student of his or her vocational potential and helps the student choose suitable activities offered by the program to develop this potential.

While Operation Success is one of the main components of the dropout prevention effort at Far Rockaway, the school has also used some of the resources provided through the Dropout Prevention Program to address other dimensions of the dropout problem. In the program's second year, the school contracted with the Victims Services Agency to provide mediation services to students in the school. Project SMART, which stands for School Mediators Alternative Resolution Team, trains students and school staff to mediate disputes that have in the past resulted in student confrontations or violent incidents. The program coordinator works first with a group of students in a 12-hour training class to teach them methods to avoid conflict and to mediate conflicts with other students. When conflicts arise between other students, these trained mediators listen to both sides

of the conflict and help disputants develop an agreement to settle their differences. They also follow up about a month after the mediation to check whether the agreement is holding up or to re-mediate if problems remain. The mediation serves as an alternative to suspension for students involved in disruptive behavior.

A number of other program services are provided as part of the dropout prevention effort at Far Rockaway, either with regular school funds or with other special funding. One such service is a mentor program in which seniors provide orientations to entering freshmen to assist in their adjustment to the school. Another is a transition program to help students with long-term absences return to the regular school setting. In the transition program, a small group of students (ranging in size from 8 to 20) spends a half-day in a separate classroom where they receive small-group instruction in basic skills in the major curriculum areas and lessons in career orientation. The students accrue credits based on their time in class and can obtain partial credit for courses when they have attended less than a full semester. Finally, a GED program offered at the F.E.G.S. office in Manhattan provides students with an alternative route to a high school certificate.

Theodore Roosevelt High School

Theodore Roosevelt is a large high school in the northernmost section of the South Bronx. The school population is between 3,000 and 3,500 students, nearly all of whom are from minority backgrounds (about 60 percent Hispanic, 30 percent Black, and 10 percent Asian). Nearly 80 percent of entering ninth-graders are over age, about 85 percent are between one-and-one-half and two years behind in reading, a majority are

from single-parent homes, and well over 90 percent of the students are eligible for free lunch. In addition, the school has a large population of students with limited proficiency in English (mostly Hispanics, but also Southeast Asians) and a highly transient population (over the course of a school year, student turnover can be half of the students enrolled in the school).

As one of the largest high schools participating in the Dropout Prevention Program, Roosevelt had a budget of approximately $750,000 from the Board of Education during the 1986-87 school year. These funds were used to provide a variety of dropout prevention services, but the vast majority of the resources were used to restructure the ninth grade into clusters or mini-schools and to fund the staff required to support this reorganization. The rationale for this approach was that students attending school in a large, bureaucratic environment such as Roosevelt needed greater personal contact with adults and a more "caring" environment. Roosevelt set out to create this environment through smaller schools within the school with better student/teacher ratios.

To achieve this goal, the incoming class of ninth-graders was divided up into eight smaller clusters or "new schools," each containing between 175 and 200 students. With Dropout Prevention Program funds, each cluster was provided with its own coordinator/teacher, a guidance counselor and two family paraprofessionals. As currently structured, the role of the coordinator is to provide greater contact with students and keep up to date on their academic and personal situations. The guidance counselors provide further student support and family paraprofessionals are used to maintain home contact and keep parents apprised of developments in student attendance and performance at school.

The clusters at Roosevelt are organized into a number of specialized areas. Most of these clusters, including the Business Institute, the Honors Academy, Special Education, and Bilingual Education are fairly standard in terms of program organization, but a number of others reflect more unique student problems. The Transitional cluster, for example, is a cluster for over-age students who have a record as chronic truants. In addition to counseling by the cluster staff and training in life skills, students receive remediation in basic skills to help them function better in a regular classroom or to prepare for a GED. The cluster also places a special emphasis on improving student attendance, using the family assistants to conduct home visits to bring students back into class. Other clusters include Prep, College Discovery, and the Roosevelt Community School. Each is designed to serve the special needs of different types of youngsters.

In addition to the reorganization of the the ninth grade, Roosevelt has also used Dropout Prevention Program funds to support additional counseling services for students at the school site through a contract with Pius XII, a community-based organization, and to provide a PM School for students who need to make up credits for courses they failed but who are unable to take classes during the regular school day. The PM School meets from 3 p.m. to 5 p.m. three days per week and offers about 20 academic subjects, as well as clubs and other recreational activities. Program funds have also been used for staff and curriculum development, for the summer institute to prepare teachers for the program during the next school year, and for the computerized attendance system that the school uses to improve student attendance.

Although Dropout Prevention Program funds comprise the major focus of Roosevelt's program, the school also provides other services for its high-risk student population drawing on funding obtained from a number of other sources. Funds from the Weiler-Arnow Foundation are used to provide a health care program to screen students for audio-visual problems, the Rise and Shine Video Project, Poetry in the Classroom, and support for 10 teachers to obtain Master's degrees in special education. Support for a Teacher Center which provides off-site workshops for teachers to share experiences and develop "ownership" of what happens in the classroom is provided through funds from the state, the city, and the United Federation of Teachers and with the support of a number of local colleges and universities. Finally, outside funds provide support for a variety of career preparation and job training activities offered by the school.

Conclusion

The Dropout Prevention Program is now only in its third year of operation, so it is still premature to determine whether the program is having any school-specific or system-wide benefits and improvements. There is some evidence from an implementation and impact report of the Office of Education Assessment of the New York City Board of Education that some progress is being made in the area of student attendance, but the results of the full-scale evaluation of the program by researchers at Columbia University will not be available for at least another year. When these results are in, we will be in a much better position to determine how well different intervention strategies are working to improve school attendance and reduce the city's alarmingly high dropout rate.

LAGUARDIA MIDDLE COLLEGE HIGH SCHOOL
Queens, New York City

Overview

LaGuardia Middle College High School opened as an alternative high school in 1974 as a collaborative under the direction of the New York City Board of Education, LaGuardia Community College of the City University of New York, and the Board of Higher Education. Prospective 10th-grade students from northern and western Queens who have been identified by teachers and counselors as high-risk youth are eligible for the program. The goals of the program are to reduce the dropout rate by improving students' academic performance, enhancing students' career and post-graduation options and improving students' self-esteem.

The high school/college collaborative arrangement was designed to encourage potential dropouts to stay in school through peer models, flexible pacing, broad curriculum options, service-oriented education, small class size and extensive support services. Career education is a central component of Middle College High School. Every student is expected to fulfill an internship requirement for one semester each year. The internship is designed to give students work experience, help them develop career options and build a sense of responsibility and positive self-esteem.

Placing responsibility on the student is an important aspect of Middle College. This is manifested in the college-style registration and course-selection process adopted by Middle College. Also, Middle College students are seen as college students. They often receive simultaneous high school and college credit and have library and recreational

facility privileges and a number of other privileges designated for college students.

While two years' preparation time and a sizeable budget are needed for planning a program such as Middle College High School, program designers and staff members feel a program like Middle College can be successfully replicated. Plans are currently under way through grants from the Ford Foundation and others to develop plans for alternative high schools in other cities in the United States.

Background

New York City, like most major cities in the United States, is plagued with a high dropout rate. The Middle College collaborative was developed in 1972 on the suggestion of the Deputy Chancellor of the City of New York in an attempt to eliminate curricular redundancy of the junior and senior high school students and beginning college students and to better prepare students for a college-level environment and college-level study. Funds for the experiment were provided by the Carnegie Corporation and the Fund for the Improvement of Postsecondary Education.

Janet Leiberman, a professor at LaGuardia Community College, designed Middle College to address the problems of New York City high-risk youth. The purpose of the school was threefold: 1) to reduce the dropout rate in urban high schools; 2) to more effectively prepare students for college or work; and 3) to attract more students to higher education. The design was based on the belief that high school students have more in common with college students than with junior high school students.

After two years of planning to solve administrative problems and to assure financial support, the school opened in 1974 as a joint venture of the Board of Education and the Board of Higher Education of New York City.

Program Description

The admissions process for Middle College begins in the spring, with guidance counselors from seven junior high feeder schools recommending potential candidates. Interested students apply with permission from their parents. Of approximately 600 applicants, 140 are selected by juniot high school guidance counselors for peer and staff interviews.

Once admitted, each student spends a minimum of three years (10th to 12th grade) in the program, with the year divided into three cycles or semesters. The students spend three 13-week cycles each year in academic classes and one cycle in an internship program. The curriculum fulfills the regular high school requirements established by the New York City Board of Education. However, the school follows a thematic rather than a sequential organizational structure.

The career education/cooperative education internship program is a key aspect of the curriculum. Beginning in the 10th grade, Middle College students participate in an experiential learning activity or internship in a social service agency selected with the help of the career education supervisors. Each student is assigned to a career education supervisor who maintains a close relationship with the student as both a teacher and a counselor for the entire time they are at Middle College. Internships are generally unpaid, but students receive academic credit towards graduation. Students needing remedial academic instruction participate in

part-time internships and receive morning academic classes before going to their work site.

As part of the required program, courses in Personal and Career Development are taught the first year for 10th-graders. The central theme of the first cycle is personal identity. The second cycle is preparation for the internship. Eleventh-grade interns are enrolled in a decision making course which explores student career options and interests and establishes goals for future internships and work experience.

Eleventh- and twelfth-grade students are eligible to take courses at LaGuardia Community College tuition-free. Students taking advantage of this opportunity usually a) are seniors nearing completion of their graduation requirements; b) maintain good academic records; and c) are recommended by a teacher. Approximately 90 students each year take college-level courses.

Middle College also offers a group guidance program (Group) to the most at-risk 10th-grade students (30 percent of the entering 140 tenth graders). Those students who enter Middle College with 40 or more absences, a minimum of three class failures, discipline problems, a troubled home environment and a referral from a counselor, are placed in "Group" one period per day, five days a week. "Group" follows an affect-oriented curriculum designed to help students cope with problems at home and help them continue to function academically and socially.

A parent support group is also provided through Middle College for parents to discuss their problems.

Participants

The Middle College program targets entering 10th-grade students from Western Queens. The admissions process begins the spring of the school year for the following fall with guidance counselors from seven junior high feeder schools recommending potential candidates. Twenty of the students most in need from each of these schools are recommended due to their 1) high rates of absenteeism; 2) academic failure; and 3) home/social emotional problems. Interested students need permission from their parents to apply. Of approximately 600 applicants, 140 are selected for peer and staff interviews. In June, an orientation is held by Middle College staff for the new student entrants and their parents. Students may be accepted mid-year, as space permits.

Most of the entrants have minimal credits in ninth grade, are two years behind in math and reading, have been absent 20 or more days, have three or more subject failures, and have some type of social or emotional problems. The ethnic make up of the school is 49 percent white, 31 percent Hispanic, and 20 percent black -- similar to the district they come from.

Staffing and Administration

Middle College employs a staff of 40 educators licensed by the New York Board of Education. At least 30 of the faculty members hold a Master's degree and approximately 10 hold or are working towards doctorate degrees. The Board of Education pays the salaries of the teachers, and the college hires and pays for adjunct faculty and additional secretarial hours. The average length of time of employment at Middle College is about five years.

The school invests much of its resources in guidance counseling services. This has always been the case, but according to some staff, expansion of counseling services has been a goal of the current principal. For approximately 500 students, there are four guidance counselors and a drug education counselor. There are also peer counselors and family workers -- paraprofessionals from the community who work with students, staff and parents. In addition, the homeroom teacher assumes some of the academic, career and social advising often conducted by counselors.

The principal is a key figure at Middle College. Over a period of 12 years, there have been four principals. Each principal has brought his or her particular strength to the school. The current principal has excellent rapport with students and is a very positive role model for students and faculty. She holds high standards for all and provides creative support in many ways.

Evaluation

The effectiveness of Middle College High School has been assessed in a number of ways: academic performance, attendance, retention of staff, waiting lists of students to enter and placement of students upon leaving the school. Program statistics indicate success on many of these characteristics. In recent publications the average daily attendance rate for Middle College has been higher than the average daily attendance rate for the city as a whole. Both the annual dropout rate and the attrition rate have also been reported to be below the city-wide averages. For example, during the 1985-86 school year, the dropout rate for the city was

reported to be 8.8 percent while the rate for Middle College was only 6.7 percent. In addition, 75 percent of the student body of Middle College goes on to higher education.

There has been further evidence of program success. One example is an in-depth study of the graduating class of 1984. The following are some of the findings from the evaluation. In 1981, 125 students were admitted to Middle College. Thirty-seven percent of the students needed remedial reading, 52 percent were two or more years behind in math, and 10 percent had less than 10 credits. At the time of graduation in 1984, 93 students graduated. Of these, 97 percent received regular diplomas, three received Regents diplomas, and 84 percent went on to college.

Placement of students after graduation is an indication of the program's success. In order to determine what students have been doing since graduation, a questionnaire was sent out to 460 graduates over an eight-year period. Twenty percent of the students could not be located. After two mailings, 137 students responded. The findings indicate that of the 137 students, 105, or 75 percent of the students, went on for further education -- 14 to a business school, 47 to a community college (24 to LaGuardia Community College) and 44 to a four-year college. Ninety-five students reported having a full time job, 50 percent of which were skilled jobs, earning a minimum of $10.00 per hour. Twelve percent of the students reported their first job to be a carry-over of their school internship. While results from the questionnaire indicated some positive outcomes of program participation, it was felt that more research needed to be done in this area. That research has recently been completed, and will be available for dissemination in December 1987.

Every year there is a waiting list for Middle College High School. In 1986, the ratio was four applications for every opening. Students not accepted usually attend their neighborhood high school and their applications go back to central admission to be considered with the next wave of applicants if interest and space allow. However, they are not necessarily given first priority.

Funding

The planning component of Middle College High School was funded in 1972 by the Carnegie Corporation and the Fund for the Improvement of Postsecondary Education. The fiscal responsibility is now shared by the Board of Education and the Board of Higher Education of New York City, with minimal supplemental money ($15,000) coming from foundations.

The budget of the school was not made available to us but it is based on the same budget formula as the rest of the New York City Schools. The Board pays for 33 units (1 unit costs $37,500, an average teacher's salary). LaGuardia Community College is responsible for paying the rent, heat and for other facilities of the Middle College. Middle College also receives a minimum of outside support for special programs. This money is used to finance an environmental center, field trips, various awards such as the National Honor Society, and many other things. The staff made it clear that while fund raising has been an important role of the principal, the money is used for "extra" activities and that the school can run successfully without it.

A grant was recently awarded to LaGuardia Community College by the Ford Foundation to replicate the program in cities across the country.

The role of the college will be to provide technical assistance to the selected sites through on-site visits, planning support, and consultation.

Conclusions

Upon visiting LaGuardia Middle College High School, one is immediately struck by a sense of freedom and flexibility evidenced by students strolling casually through the hallways, no bells ringing to signal the end of classes, and students smoking in the corridors. Yet, statistics show students are engaged in their classes, attending classes regularly, succeeding in their course work, and most of all feeling self-assured and confident of their ability to succeed. These are just some of the objectives of Middle College. Students and staff involved in the program had views on how they manage to accomplish these goals.

According to Dr. Janet Lieberman who designed the program, "Guided by a belief that every student has the potential to succeed, we supply them with an educational setting where they can make it". According to Dr. Lieberman and program staff, key elements to success are:

- School size - Never exceeds 500, which permits smaller class size and more personalized attention from teachers. This is especially the case since a third of the school is always out on internships, significantly reducing the student-teacher ratio and maximizing utility of school space.
- Strong academic program/choice in course selection - Within the standard curriculum requirements, many electives are offered providing choices for students.
- Cooperative education - Volunteer internships are required which motivate students to learn, develop work skills/experience and help cultivate values.
- Good faculty - A highly motivated and involved staff. A feeling of caring is reinforced by a "house" instead of homeroom where teachers are responsible for social and educational needs of 20-30 students.

- Counseling/support services - Much emphasis is put on these services and the personal needs of students.

Dr. Lieberman also provided additional insights and recommendations to ensure program success:

- Planning time - A year of planning time before the program starts to develop program goals, costing approximately $50,000.
- Partnership - Articulation between the staff of the higher education institution and the high school to understand, develop and implement the program goals.
- Incentives - Provide high school and college personnel tangible rewards to participate and share program ownership.
- Facilities - The program must be situated on a college campus to lend support to the program and motivate the students.
- Curriculum and Course Scheduling - Viewing the high school and college years as an eight-year span allows for a self-paced curriculum and flexible pacing that is often needed with special populations. A similar class period and yearly calendar for the high school and college is also necessary.

Other elements of the program the staff felt were critical to its success were the school's proximity to mass transit, 36-minute class periods, and a nine-period day with the ninth period used for home teachers and students to meet with each other and to allow for involvement in extracurricular activities. On the subject of parental involvement, program staff concur that they try to work with parents by helping them to help themselves, but that their main focus is the student. Adolescence, in their view, is a time to get away from parents and students seek support from school staff instead. The college acts as a second home to them since it is open until 10:00 p.m.

Many of the students attending Middle College were truants in junior high school. For many reasons, these students were alienated or getting lost in the system and, as a result, were either doing poorly or chose not

to attend. The students discussed a number of reasons why they prefer attending Middle College.

1) Freedom - exemplified by self-selection of courses, flexible pacing, responsibility and smoking when and where they wanted. Some students acknowledged that they felt so much freedom that it was easy to "mess up" or cut class. The same students admitted, though, that the school is so small that it is hard to be missed, and people seek you out to help you.

2) Positive Peer Culture and Models - students had the feeling that since they attend the school out of choice, they are more motivated to learn and thus are provided better role models than they would find at their neighborhood school. In addition, the style of governance at the school is through student government and a student court. If a student is having problems, he or she are referred to the student government and a teacher or counselor represents them. A contract is written up between the student and the council and, depending on the severity of the problem, the student may be referred to a peer counselor. Students generally felt there was a positive atmosphere at the school and the way teachers viewed them and vice-versa.

3) Career counseling - Students love to participate in the internships and feel that through them they develop new skills and responsibilities. All of the students said it was a good trial for the work place and boasted that they had resumes after the 10th grade. Many students get paid summer jobs as a result of their internships which relieved some financial burden and boosted their self-image.

4) Another positive aspect of the program, according to students, is the opportunity to take college-level courses. Students were enrolled in computer, typing, music, and foreign language courses.

The LaGuardia Middle College High School staff is very pleased with the program. However, more space is needed. Staff also expressed a desire for more freedom from the city and state to experiment with the curriculum. They would also like to see a cohort study conducted of similar students over the three years of high school to compare completion rates.

SATELLITE ACADEMY HIGH SCHOOL
New York City

Overview

The Satellite Academy High School is the alternative school for truants and dropouts that has four campuses in three boroughs. The program philosophy stresses student participation and faculty governance, basic skills and critical thinking. Three focal program objectives are increased academic achievement, emotional growth and development, and career exploration and preparation.

The Satellite Academy campuses operating in New York City include one in Queens, one in the Bronx, and two in Manhattan, with a central administrative office located at one of the Manhattan campuses. In 1986, the program had an enrollment of 770 students, constituting the largest alternative high school in the New York City public school system. However, the four campuses allow for each program to remain small and permit small classes.

Eligible students include selective cutters, borderline passers, students with records of long-term absence, and dropouts who generally hear about the program through their guidance offices. They are then interviewed and are selected by a student committee. Applicants must demonstrate a desire to commit to the Satellite behavioral and academic expectations. Entering students and a parent are asked to sign a statement confirming their understanding of the total school program. Students are generally not disciplinary problems, are below-average in accumulated credits and are approximately 1.5 years below their expected reading levels.

Four 10-week cycles comprise the school year, with new classes and admissions at the beginning of each cycle. The frequent opportunities for new admissions allow students to pick up their education without waiting for a new semester.

School days run from 8:40 a.m. to 3:00 p.m. with class periods of variable lengths. All students have teacher/advisors and "Advisement" class for three hours per week. All students also participate in a 10-week vocational internship, which is overseen by a Job Developer at the school. Satellite Academy is funded by the New York City Board of Education and is housed administratively under the auspices of the Brooklyn Superintendent of High Schools.

Background

Although high dropout rates in New York City high schools have received a great deal of attention recently, efforts to deal with the dropout problem have been in place in New York for some time. During the early 1970s, the Board of Education established numerous alternative schools, including Satellite, as one response to the dropout problem. The original Satellite proposal was developed in 1971-72 for 200 students, and has subsequently evolved to four campuses, each serving between 185 and 200 students. Since 1975, Satellite has been authorized to grant its own diplomas. State registered in 1981, the program was reregistered in 1985. Run on a total budget of $1.6 million, the schools serve a largely minority population (95 percent) as well as a population heavily dependent on welfare. Average student age is 16.7 years.

Program Description

Several structural, procedural and qualitative features of the program address its three chief goals: academic achievement, emotional growth and development, and career exploration and preparation. Group management, target- and goal-setting and the contracts process are major structural program aspects. Differentiated staffing and the advisor system give students maximum contact with staff. The 10-week experiential program ensures exposure to a job environment in a field of interest. Other main program features are the advanced placement college program and on-going staff development.

Group Management

The school is managed by a management team of 11 people, comprised of two representatives from each Satellite campus, a representative of the secretarial staff, the principal, and the assistant principal. The team establishes school policy within the Board of Education's by-laws. While the principal is the chief administrator and supervises the overall education program, collaboration with the management team embodies the Satellite goal of shared responsibility and ownership.

Target and Goal Setting

Each year staff members work with the school coordinator to define education goals and to establish a contract identifying areas for evaluation. This provides an experiential understanding of contracts used with students.

Contracts

Students work with their teachers to negotiate individual contracts concerning work and credit. This promotes individuality and self-

development rather than group competition. These contracts also allow for partial course credit, and rapid credit accumulation, which encourage students through success and establish a clear relationship between effort and reward.

Advisor System

Each member of the teaching staff serves as an advisor to 15 to 20 students to help them with their academic programs and to be available for other personal concerns. Advisors monitor student progress and serve as the parent-school liaison regarding student performance. Advisor classes have different names at the four academies including: Family Group (Forsyth) in Manhattan, Reality Training Group (Jamaica) in Queens, Strategy (Chambers) in Manhattan, and Advisor Group (Bronx). These classes meet for three hours per week, and allow for diversified teacher roles. Advisement classes are also designed to promote student "bonding" both with their teachers and with the peer group.

Differentiated Staffing

Staff members all have some on-going contact with students in areas outside their immediate specializations. Efforts are made to hire staff who have interests and skills outside their subject areas. For instance, several campuses have extensive video programs.

Curriculum

Academic subjects are covered thematically rather than sequentially. For instance, the idea of "Families" in different societies can serve as an organizational framework for global studies. Advanced Placement courses at college campuses are offered.

Vocational Experience

By the time a student graduates from Satellite, he or she must

complete a 10-week work internship in a field of interest. The internship is closely monitored by a Job Developer employed at each campus. Students have had internships in such diverse organizations as Montefiore Hospital, the YMCA, the Department of Sanitation, LaGuardia Airport, a Greenwich Village School and with Congressman Garcia.

Evaluation

Satellite uses several measures to assess its success, including attendance figures, dropout rates and Regents Competency Tests. By all of these measures, the schools are doing relatively well. Satellite's attendance rate for 1985-86 was 82.7 percent as compared to a city-wide rate of 80.6 percent. Additionally, attendance figures for 1985-86 are up from 79.5 percent in 1981-82. Working with a population of former dropouts and at-risk students, Satellite had a dropout rate of 10.4 percent in 1985-86, down from 13.6 percent in 1982-83, and considerably below the city-wide rate. Regents Competency test scores in math increased (with some inconsistencies) from 49.0 in 1982-83 to 51.0 in 1985-86, while writing scores jumped from 52.7 in 1982-83 to 77.1 in 1985-86. Reading test scores, however, have declined in the same time period. Of the total 136 eligible graduates in June 1986, only 9.5 percent had to return in September for further Regents preparation. Between 40 and 50 percent of Satellite graduates apply to college. According to Educating the At-Risk Adolescent: More Lessons from Alternative High Schools, "Schools like Satellite Academy which both stimulate academic achievement and create a highly cohesive environment for students have the greatest success in holding youngsters."

EDUCATIONAL CLINICS
Washington State

Overview

The Educational Clinics for dropouts aged 13 to 19 have been operated under contract with the Office of the Superintendent of Public Instruction in Washington State since 1978. The first clinic was started by a private for-profit corporation, Educational Consultants, Inc. (now called Educational Clinics, Inc.) or ECI, which originally provided basic educational services for adults under Federal contracts. When the state began funding the clinics in 1978-79, four clinics received funding. At the time of the study, eight clinics were receiving state funding. However, during the 1987-88 school year, the number of state-funded clinics was increased to 12. The clinics operating with state funding at the current time are included in Exhibit 1.

The educational clinics are designed to provide short-term educational intervention services to students who have dropped out of the public school system and who might not reasonably be expected to continue their education without outside help. The goals of the clinics programs are to enable dropouts to reenter regular school, pass the General Educational Development (GED) test, or gain employment. The clinics are not viewed as an alternative to four years of high school education and do not offer academic credits or issue diplomas.

The "clinic" approach involves the diagnosis of each student's educational abilities and the development of relatively short-term specialized programs based on that evaluation. The program objectives

EXHIBIT 1

EDUCATIONAL CLINICS OPERATING DURING 1987-88 SCHOOL YEAR

Center for Human Services
Seattle, Washington

Educational Clinics, Inc.
Main Office: Seattle
Clinic Locations:
Everett, Washington
Tacoma, Washington

Life Skills Training Institute
Spokane, Washington

Madrona House
Bremerton, Washington

Seattle Indian Center
Seattle, Washington

United Indians of All Tribes
Foundation
Seattle Washington

Thurston County Off-Campus School
Olympia, Washington

Yakima Valley Opportunities
Industrialization Center
Yakima, Washington

American Indian Community Center
Spokane, Washington

Career Path Services
Spokane, Washington

Seattle Youth Initiative
Seattle, Washington

Southwest Youth Services Bureau
Seattle, Washington

are: to teach basic academic skills such as mathematics, speech, language, reading, science, and history; to improve students' achievement, including increasing students' motivation for achievement; and to provide employment orientation such as instruction and practical experience in applying and interviewing for jobs.

Clinics are authorized to provide an initial diagnostic procedure for each eligible student applicant and up to 135 days of instruction, for which they can receive reimbursement from the state. The clinics are reimbursed for diagnostic testing and for each hour of instruction based on a teacher/pupil ratio ranging from one-to-one instruction to classes between two and five; and finally, for classes of six or more. The students in the clinics may not be charged a fee.

The performance of the clinics is based on gains in individual learning and/or employment objectives. Educational gain is measured in increases in students' achievement, increased motivation for achieving, and/or in increased knowledge or skills relevant to employment orientation. It is generally measured as the difference in student performance on the Peabody Individual Achievement Test (PIAT), as this test has been approved by the Superintendent of Public Instruction for use in the initial diagnosis of students entering the clinics.

Another measure of program success is students' status at the time of program exit, since clinics have as their goal either returning students the regular high school, or preparing them to pass the GED.

Satisfactory placements at program exit include return to school, passing the GED (this is primarily seen as a goal for older students), full-time or part-time employment, or entering the military.

State funding of the clinics is supposed to be based on considerations of performance, using a superior performance formula that was developed with the cooperation of the clinics. The superior performance formula ranks clinics in terms of the following factors: 1) students' achievement gain as measured by the PIAT test and the percentage of students engaged in positive activity at program exit; 2) a determination of difficulty-to-educate based on mean number of months students have been out of school, the percent of students on welfare, the percent of students not living with parents, and the mean number of years behind class; and 3) the average cost per student of the total state reimbursement to the clinic. State officials, however, stress that in practice they have placed only marginal dependency on the superior performance formula for determining the allocation of funds among clinics. Instead, funding is based on each clinic's percentage of the previous year's allocations, in order to maintain the previous year's level of service, increases in funds to established clinics and/or awards to new clinics are based on numbers and percentages of dropouts in the counties.

Program Description

During the 1987-88 school year, Washington State is providing funding for 12 clinics around the state. To obtain a better understanding of the organization and structure of clinics' services, we conducted site visits to four of the clinics in operation early in 1987. The four clinics included: 1) Center for Human Services (CHS); 2) Educational Clinics, Inc. (ECI); 3) Seattle Indian Center; and 4) Thurston County Off-Campus School. During our site visit to ECI, we met with one of the

corporate officers at the main office in Seattle and visited the clinic in Tacoma. We did not visit a second clinic operated by ECI in Everett as we were told that the organization and program structure were similar to the one used in Tacoma. In the discussion that follows, we provide some background information about each of the clinics to suggest the diversity in the approach used to provide educational services to school dropouts.

Educational Clinics, Inc.

Educational Clinics, Inc. (ECI), is a for-profit corporation that began providing tutorial programs and adult education programs with funding from Federal poverty programs during the late 1960s. During the early 1970s, the clinics model was developed for out-of-school youth who wanted to continue their education outside a regular public school setting. A pilot project was set up in Everett, Washington in 1974-75, using a state grant for programs for the disadvantaged. The positive results of the demonstration led ECI to lobby the state legislature for a state-supported clinics program and ultimately to the passage of the Educational Clinics Act in 1977. ECI was one of the four agencies certified by the state board of education to begin operating a clinic program with state funds in July 1978.

ECI has operated the Everett clinic since the mid-1970s, except for a short period in late 1985 and early 1986. It established a second clinic in Tacoma in the fall of 1982 and a small satellite clinic in the Tacoma area more recently. In 1985-86, ECI served 600 students in the three clinic sites.

The clinics run by ECI are currently the largest of the state-funded clinics. The student body in the Tacoma clinic (including students in the small satellite center) ranges between 100 and 125 students at any given time and the student body in Everett ranges between 85 and 100 students. Students in both clinics are organized into five groups, based on their performance in reading and mathematics on diagnostic tests. There is one grouping of students for math and a second grouping for English, reading, and social studies. Students' progress is reviewed regularly and students move up in groups when they have mastered the curriculum at their current level.

Classes are scheduled from 8:30 a.m. to 12:45 p.m. and are organized into four one-hour classes. All groups have math first hour and English, reading and social studies during one of the next three hours. Each one-hour class consists of two parts: a 20-minute period of group instruction, at which time a topic is introduced and discussed; and a 40-minute segment during which students work independently using individualized material. The clinic stresses a period of interactive instruction to foster a sense of group cohesion and to limit students' feelings of isolation.

The staff at the clinic includes five teachers, each of whom is responsible for a curriculum area; the director also teaches one class per day. The staff meet as a group at the end of each day to discuss students' attendance in class, their behavior during the class period, and the progress they have made during the day. Where students were absent from a class or had particular problems, the group tries to determine what would be needed to improve the situation the next day.

Student attendance at the clinic averages between 60 and 70 percent on most days -- or about 75 students per day. This produces an average pupil/teacher ratio of about 15 to 1. However, since there tend to be fewer students in the lowest-ability groups, pupil/teacher ratios in the higher-ability groups can be as high as 20 to 1. The student groups include both students who are preparing to return to a regular school program, as well as students who are preparing to take the GED.

Center for Human Services

The Center for Human Services (CHS) in north Seattle is the second-largest of the clinics funded by the state. The Center is a not-for-profit human services organization that provides a broad range of social services, including programs in substance abuse, counseling, youth employment, and education. Established in 1970, the Center began operating as an alternative school under contract with the Shoreline School District during the mid-1970s. Based on that experience, CHS was eligible to establish an educational clinic under the provisions of the 1977 law that authorized the clinics. The center has operated a clinic under contract with the Superintendent of Public Instruction since 1978-79. It currently provides services in two sites, one in Shoreline, a second in Lake Washington.

The clinic at Shoreline, which we visited, is organized into two classrooms, each with a separate teacher. One class is for students who plan to reenter a regular high school program. It contains five students and is taught by a certified teacher who works 70 percent time in the classroom and 30 percent as the program coordinator. The class meets five times per week from 8:30 a.m. to 12:30 p.m., with one hour allocated to

each of the following academic subjects: English, mathematics, social studies and science. Subject material is taught through a mix of small-group and individualized instruction. The class is not highly structured, but has a major emphasis on basic skills and reading. It is taught using varied materials, e.g., cartoons, visual materials, and techniques, e.g., games, in order to respond more effectively to students' different learning styles. Tests are not used to measure student progress except when students are preparing to leave the program.

The second class is a GED-preparation class. It also contains five students and is staffed by a full-time teacher. The class is in session five days a week from 9:00 a.m. to 2:40 p.m. Students are required to attend class four days per week and must make up class when they are absent. Absences can be made up on the fifth day or during a make-up period which is scheduled from 2:40 to 3:10 p.m. on Thursdays. Instruction is directly geared to passage of the GED tests, so students mostly work independently using GED-preparation workbooks. Small group lessons are interspersed during the day to teach or reinforce particular concepts.

In addition to academic work, the clinic attempts to prepare students for employment through a career day that is organized by Jobline, the Center's youth employment program. Career day features people from different jobs coming to the center to discuss alternative career opportunities and job preparation techniques. Students are also taken to a voc-tech school to learn about the requirements for entry into jobs in different fields.

Thurston County Off-Campus School

The Thurston County Off-Campus (TCOC) School was founded as an alternative school in Olympia during early 1970s. Housed in a small frame

building on the outskirts of the downtown area, the school provides an alternative education for students who are still officially in school but who cannot function well in a regular school setting, as well as for drop-outs who are funded by the state under the clinics program. The school enrolls approximately 25 students at any given time, with a mix of clinic and non-clinic students among them. In recent years, TCOC has provided services for between 30 and 40 clinic students per year.

The school is organized on a quarter system that includes four quarters during the regular school year and a summer session. Courses are offered in all of the basic skills areas -- English, math, science, and social studies -- and use a variety of textbooks and other materials. A few weeks before the end of each quarter, students are given the opportunity to choose their courses for the next semester. Classes meet for four hours per day, with three hours allocated for student instruction and the fourth hour for student advisement, which involves individual meetings between students and their teachers. Classes are arranged on a flexible schedule, with students choosing the subject they will attend each hour, as well as a skills lab that is scheduled at different times throughout the day.

Staff at the school consists of four teachers, several of whom have been with the school for a number of years. Each is generally responsible for a different subject area, although each teacher may teach more than one subject. Classes are, however, generally organized as follows: one teacher to about 15 students for writing; one to five students in the skills lab; two teachers for eight to 12 students for a more advanced skills lab; one teacher for eight students for math; and a communications skills lab that has one or two teachers for about 15 students.

Seattle Indian Center

The Seattle Indian Center (SIC) is one of the newest clinics, first receiving state funding in 1983-84. The Center currently provides services for between 50 and 60 students per year at several sites. The majority of students receive services at the main center in Seattle which we visited, but the Center also subcontracts with teachers at satellite sites to provide services for students on the reservation. These teachers work with the local tribal councils and receive compensation on an hourly basis. Staff at the main center consists of one teacher and one part-time teacher who conducts the diagnostic tests at program admission and provides counseling to students about attendance, transportation, and other personal problems. The teacher is in school from 8:30 a.m. to 4:30 p.m., with the period from 9:00 a.m. to 3:00 p.m. used for student instruction and the remaining time for organization of materials, correction of students' work, contacts with probation officers, foster care, satellite teachers, and other agencies regarding students. The teacher also makes home visits at least one time a week to find out why students were absent and to make sure that students who are truant return to class.

The clinics program at SIC consists of a single class with five to ten students, with some students preparing for a return to school and others preparing for the GED. The class is scheduled from 9:00 a.m. to 2:30 p.m., with five subject periods of one hour per day and a half-hour break for lunch. Students who are preparing for return to school use a variety of materials, but there is special emphasis on materials to develop awareness and knowledge of Indian culture and history. Instruction mostly takes the form of tutoring by the teacher and by a part-time teacher, a retired teacher who works for $6.50 per hour.

The program places a particular emphasis on student attendance, using both monetary rewards and home visits to keep students in class and get them to finish their schooling. In addition to paying students a transportation allowance, the clinic pays students a reward of $10 per week for perfect attendance and reduces the payment if students are tardy or display poor attitudes in class. The teacher is also out on the streets or in students' homes after class, tracking down students who were absent. The students' non-attendance usually indicates personal problems which are usually worked through with teacher help or through referral to an appropriate counselor. Regular student attendance is seen as both critical to the student as well as to the program since the clinic gets reimbursed based on students' attendance. If students stop attending classes regularly, they are dropped and replaced with other students who will come on a more regular basis.

Seattle Indian Center Education Clinics make it a priority to place GED graduates in a full-time job, vocational training or higher education. The Clinic assists students with obtaining Indian education funding and scholarships. All students explore traditional and mainstream values as they relate to the working world and match these to career planning in workbooks developed for Indian students. A learning style inventory is done by each student upon entry, so teaching styles can be adjusted to each individual student. Students are motivated to attend school because of field trips to Indian Career Days, Indian College Days, local cultural points of interest, as well as the comfortable environment of a small, almost all-Indian student classroom.

Summary

In summary, the educational clinics vary significantly in their approach to providing educational services to school dropouts. At one extreme, ECI, as the largest clinic, most closely resembles a more traditional school. Students are organized by levels and instruction consists of a combination of small-group and individualized lessons. Instruction is specialized, with each teacher responsible for a different curriculum area. At the other extreme, Thurston County Off-Campus School looks more like the alternative schools of the 1970s. The curriculum is more loosely structured and great emphasis is placed on student choice of courses and individualized counseling. In the middle are the clinics run by the Center for Human Services and the Seattle Indian Center. Each focuses on individualized instruction in small classes, with preparation either for return to a regular school setting or for the GED.

Program Participants

The target population for the Educational Clinics are youth aged 13 to 19 who are unable to pass an equivalency exam and have been out of school for at least 30 days, or who have been suspended or expelled. During the 1985-86 school year, the clinics conducted diagnostic intakes for a total of 1,189 students and provided educational services for 1,561 students. The number of students served range from lows of 27 at the clinic operated by the United Indians of All Tribes and 32 at Madrona House to highs of 600 at ECI and 371 at the Center for Human Services. Most instruction took place in classes of six or more (61 percent of total hours of instruction); less took place in classes between one and five students

(38 percent of total hours of instruction); and only a tiny fraction of instruction (1 percent) was provided in classes of one student.

The student population at the clinics is evenly balanced between males and females. In 1985-86, males comprised 53 percent of students served and females 47 percent. The average age of students at entry was 16.3 years, and the average student was in the middle of the ninth grade. On average, clinic students had been out of school for five months and were about 2.6 years behind their regular class.

Students who attend the clinics generally come from disadvantaged backgrounds. In 1985-86, 22 percent of clinics' students were from families on welfare, 73 percent were not living with their natural parents, and 22 percent were on welfare when they enrolled in the clinic. In addition, 26 percent of students were on probation.

Program Evaluation

According to state reports, most students who enter the clinics successfully complete the program. Of the nearly 1,600 students who attended the clinics in 1985-86, 60 percent left for a "constructive activity." Twenty-two percent reentered high school, 15 percent passed the GED, 11 percent were employed full time, four percent obtained part-time jobs, two percent enrolled in vocational education programs and one percent enrolled in higher education institutions. However, state studies also indicate that there is some dropoff in program success over time. The number of successful completions tends to decline somewhat after students have been out of the program for a number of months, although the number of students in "constructive placements" still remains at relatively high levels.

Program Funding

Funding for the Educational Clinics has grown fairly consistently since the clinics first received state support during the late 1970s. In 1978-79, state funding for four clinics was $425,000. In the next two bienniums, 1979-81 and 1981-83, $1 million was allocated per funding cycle for the clinics. In 1983-85, funding was increased to $1.85 million and in 1985-87 in was increased to $2.33 million. The legislature appropriated $3.2 million for the 1987-89 biennium to maintain existing clinics' services, to expand services in counties currently served in the state, and to serve students in unserved counties.

Costs per student as measured by state reimbursement per student served averaged about $615 per student in 1985-86. However, per student reimbursements vary significantly from clinic to clinic. They ranged in that year from a low of $480 per student at the Center for Human Services to a high of $1,257 per student at the Thurston County Off-Campus School. However, these cost differences are due, at least in part, to differences in student/teacher ratios and differences in the proportion of students who are more difficult to educate.

SECOND CHANCE PILOT PROGRAM
Colorado

Background

In 1985, the Colorado legislature passed the Educational Quality Act, HB-1383, as part of an effort to improve the quality of schools in the state. Attached to this Act was Article 52, the Second Chance Pilot Program for Problem Students. The intent of the article was to provide an opportunity for individuals between the ages of 16 and 21 who had not completed the requirements for a high school diploma or an equivalent certificate to complete these requirements. Under the provisions of the Act, public schools that are 1) located in or contiguous to districts with a dropout rate above the state average, 2) offer programs in vocational, technical, or adult education, or 3) are operated by boards of cooperative educational services are authorized to provide a Second Chance program.

To assist schools in this effort, funding for Second Chance is provided by the state through the basic school finance formula. Allocations to school districts are established by multiplying a district's Second Chance October enrollment by the district's authorized revenue base. The legislation also provides that where a student attends a Second Chance program in a district outside his or her district of residence, the resident district must transfer to the receiving district 85 percent of the resident district's authorized revenue base or the actual cost of the educational program provided, whichever is less. However, this aspect of the legislation has not been implemented in

practice. Instead, school districts have generally worked out tuition agreements to fund students' education programs.

During the fall of 1985 the Department of Education held meetings with representatives of agencies, school districts, and other organizations to develop the program's rule and regulations, as required under the legislation. Based on these efforts, rules and regulations for the program were adopted in February 1986. According to state agency officials, these regulations reflected the basic recommendation of local people about the program, i.e., "keep them specific, but provide flexibility to help students."

The passage of the Second Chance Program generated considerable interest in dropout recovery in Colorado. Thus, Second Chance Centers began to open up even in advance of the official starting date of the program, July 1, 1986. The first Second Chance Center opened in January 1986 and enrolled 105 students. By May of 1986, three more Second Chance Centers had opened, with an additional enrollment of 65 students. Out of 170 students, 21 students graduated even before the program officially started.

During the spring of 1986, the Department of Education provided technical assistance to schools to establish Second Chance Centers. The target of the Department's effort was to have 10 Centers in operation at the end of October 1986. As of January 1987, there were 13 Centers in operation involving 39 school districts. Three of the Centers were Boards of Cooperative Services. Between January and May 1987, a 14th Center was established, bringing the number of students served to 507 in 42 school districts around the state.

Overview

The Second Chance program offers school officials wide latitude in developing each student's educational program. However, the model used in special education which involves an individualized education plan for each student is integral to the approach that schools are expected to use. Thus, when school districts apply to the state for permission to operate a Second Chance Program, it is expected that their plan will include a number of components.

One is an outreach or recruitment component to apprise potential students of the opportunities available to them through the Center. A second component is a comprehensive diagnosis of the student's needs to ensure the development of an appropriate placement for the student. The third is an individualized plan that, in essence, constitutes a contract between the Center and the student. This plan should include, but not be limited to: the student's goals and plans to achieve them; the time required to complete the plan; training through classes, work experience, and other activities; and individual records to track each individual's progress. Furthermore, the plan should guide the school in helping the student achieve his or her academic goals, which may include attainment of a high school diploma or an equivalency certificate. Finally, following implementation of the plan, schools would be expected to maintain contact with the student for a period of six months to provide counseling related to employment and/or further schooling.

Program Description

Within the framework of the general model set out above, schools are providing dropout recovery services using a variety of approaches. To

obtain some insights into these different approaches, we contacted program officials in the Colorado Department of Education for recommendations about programs to visit. Based on these recommendations, we conducted site visits to two Second Chance programs in the Denver area that, in their view, reflected this diversity. The first Center, located at the Emily Griffith Opportunity School in downtown Denver, is an adult education center that specializes in vocational and technical training. Established as an adult education center in 1916, the Emily Griffith Opportunity School Adult High School is fully accredited by the North Central Association of Colleges and Schools to issue the regular Denver high school diploma. The second Center, the Englewood Alternative School, is an alternative school operated by the Englewood School District, a blue- collar, suburban district, located about 10 miles southwest of downtown Denver. The school district operates the school as an alternative school for regular students during regular class hours and as a Second Chance Center late in the afternoon and during evening hours.

Emily Griffith Opportunity School

The Emily Griffith Opportunity School applied for and was granted permission to establish a Second Chance pilot center by the Colorado Department of Education in November 1985. It was officially designated a Second Chance Center in May 1986, two months before the law establishing the Centers became effective. During the 1986-87 school year, the Center served approximately 130 students up through the end of April (1987), of whom about 40 percent were Hispanic, 30 percent were Black, and the other 30 percent were Anglo. The average age of students in the school was

about 18-1/2 and many of the students in the program dropped out of school during their senior year of high school.

Several features distinguish the dropout recovery program at Emily Griffith from other Second Chance Centers in Colorado. One is the school setting. Classes at Emily Griffith are offered in an adult school, where the median age of students is over 27. Students are removed from the distracting atmosphere of a regular school where a major problem is student discipline. Integrated into regular classes with adults who are much more serious about their studies, they are encouraged to recognize that they are in charge of their own education and work seriously to complete a high school diploma.

A second feature of the Center is the schedule. The school is open from 8:00 a.m. to 9:00 p.m. and students attend class at a time that best fits with their personal needs or work schedules. This open entry/open exit approach means that students tend to come and go at their own convenience, although many students attend classes during the morning and work during the afternoon and evening hours. During morning hours, most students in each class are participants in the Second Chance program, but classes at other times during the day include Second Chance students as well as students in other programs, many of whom are adults. The maximum class size at the Centers is 20 students, but most classes average about 16 to 17 students.

A third and key feature of the Center is the approach to student instruction. At the time of application for the program, students are given a set of diagnostic tests to assess their skills in reading and mathematics and, for students with limited English proficiency, the LUCI

test to determine their level of competence in English. The counselor also reviews with students the courses and credits they have completed and the courses needed for graduation to develop an individualized plan of instruction and a timetable for completing the required courses. Once in the program, students work at their own pace using material that is specifically designed to help them develop the required skills and attain the credits necessary for a diploma. Students meet at least once a month with the counselor to assess their progress and to modify their educational program if changes are needed.

The vast majority of students at the Emily Griffith Opportunity School are directed in their individual education plan towards completing the requirements of a regular high school diploma. This requires completion of 24 credits, 16 in required subjects and eight in electives. All of the courses needed to complete the required credits are offered at the school, but the courses are structured so that students complete these requirements at their own pace. Rather than taking a whole year to complete English 2, for example, a student could complete this course in a few months if he or she demonstrates mastery of the skills required to complete the course. Several students in the program indicated that this rapid pace of course completion serves as a motivation to continue their education since they are able to see progress relatively quickly.

Most lessons at the school are individualized, i.e., students read books and other materials that are geared towards their program of instruction. However, there are a few classes which involve greater interaction between the students and their teachers. Once such class is a writing workshop, where students work on all aspects of the production of

a newspaper. Another class of this type is a class in oral communications. Here students learn to communicate with their peers and with employers and to develop other skills needed to function more effectively outside the school environment.

In addition to instruction in their academic subjects, students meet regularly with the program's guidance counselor to discuss their individual problems. Although the meetings with the counselor are directed at times to students' personal and social problems, they generally focus more on academic concerns, particularly on students' progress in meeting the goals of their individual education plans.

Englewood Alternative School

The Englewood Alternative School has been operated by the Englewood School District since the late 1970s. Located in an elementary school that was converted into an alternative school when district enrollment began to decline, the school provides an alternative educational program for students still enrolled in the district's schools during the day and a Second Chance Program from the late afternoon through the early evening. At the time of the site visit, approximately 60 students were enrolled in Second Chance, with a range of from 40 to 50 students attending the program on any given day. Staff for the program included a program supervisor and two sets of three teachers, with each team teaching classes on alternative nights (one team teaches on Mondays and Wednesdays, the other on Tuesdays and Thursdays). Staff ratios in each class average between 12 and 15 students.

The program is designed to assist students complete the regular high school diploma that is offered by the Englewood School District. Credits

for graduation are based on the Carnegie system, with 20 Carnegie units required for graduation -- as in the school district. Each hour of class time represents one point under the system, with 16 points equalling one tenth of a Carnegie unit. Thus each unit represents 160 hours of classroom instruction.

The school program is organized on the quarter system, with four quarters of instruction scheduled between September and June of each year. The school offers courses in the core subject areas -- English, math, science, social studies, and physical education -- plus a variety of elective courses. The English courses provided by the school range from basic reading to American literature and writing, but a heavy emphasis is placed on basic skills, as most students in the program are deficient in this area. The social studies curriculum is "reality-based," i.e., it is designed to provide students with the information and skills they will need to function in an adult world. It includes courses in the world of work, community, history, current issues, and psychology. Mathematics courses focus mostly on basic skills and science courses also tend to be practical in their orientation.

Classes at the school are scheduled from 4 p.m. to 9:30 p.m. each day, but students attend on alternate days, i.e., Mondays and Wednesdays or Tuesdays and Thursdays. The first period from 4 p.m. to 5 p.m. is a computer class, during which time students work either on their regular coursework or on GED-preparation material, under the supervision of one of the teachers at the school. The balance of the time is organized into four periods, one for each of the major subject areas. Instruction is tailored to the needs of individual students, but a major portion of each

class usually includes a small-group lesson in which teachers engage students in more active discussion.

One of the program's basic premises is that students must be responsible for their own education. Classes are therefore organized on an open entry/open exit basis: students do not have to attend class every day the class is scheduled, but can attend based on their own schedules. Points toward graduation are accumulated based on students' attendance in class and their participation in class discussions. After attending 16 hours of class, they accumulate one tenth of a Carnegie unit.

The program at the Englewood Alternative School also includes a number of other features that are seen as important to students' development and ultimately to their attaining a diploma. The first is the enrollment process. Each student who applies to the school undergoes an extensive interview by the staff to assess his or her motivation and to provide students with information about the school's expectations of them. Through this interview, the school attempts to ensure that students are really serious about the program and really want to work to achieve their goals. Students are also given a series of aptitude tests in math, English, and vocational areas -- the latter to help guide them towards careers that would be most suitable for them. While in the program, students participate in what is called a "shadowing" experience, in which they follow someone in a career of potential interest to find out what work in that area is all about. Some students also participate in an internship that earns them credit towards their graduation requirements.

Discipline in the school is also based on the concept of students taking responsibility for their own education and behavior. The school

maintains an appeals board that includes two teachers and three students, one of whom is the chair of the board. When students have a problem or break one of the school rules, the student is brought before the board to defend his or her actions. The student is then placed on probation for an initial period of two weeks and then for the remainder of the program. If the student fails to meet his or her responsibilities, the student is expelled from the program and placed at the bottom of the waiting list to reenter the program.

Finally, the school uses a performance-based approach to measuring students' outcomes and establishing the basis for completion of the program. The school has established a set of 26 objectives that are representative of the skills that are expected of a high school graduate. In addition to completing the requisite hours of instruction, each student has to prove that he or she has mastered these 26 objectives. Usually it takes students about three quarters of a year to pass them. Students meet regularly with their advisor to discuss progress on these objectives and defend their progress with the staff throughout their participation in the program.

Program Funding

State funding for the Second Chance Program is provided through the general aid formula used to assist school districts operate their basic school programs. During the program's first year, state assistance was generated based on the number of Second Chance pupils enrolled in October 1986 and the district's 1987 authorized revenue base (ARB). However, in contrast with regular program funding in which the state financed only a

portion of the district's ARB, the state paid the full portion of the ARB to each district for each student enrolled in the program. As of early November 1986, it was estimated that the state would provide funding for about 225 students and that revenues distributed under the program would total about $756,000.

The two programs that we visited as part of this study served the largest number of students in the state, 61.2 in Denver and 37.4 in Englewood, and were slated to receive the largest state allocations under the program, $241,500 in Denver and $137,100 in Englewood. All other programs in the state served fewer than 30 students; revenues generated by the program ranged from about $4,000 to about $82,000.

In reviewing the operation of the Second Chance Program during its first five months of operation, the Colorado Department of Education recommended in a report to the legislature that funding for the program be continued and that the Department receive funding to provide technical assistance for the establishment of new Second Chance Centers. The Department recommended further that the student count for the program be based on actual program enrollment on a monthly basis, rather than on October enrollment counts, and that Second Chance Centers be supported in the areas of funding, expansion and start-up.